

DOCUMENT RESUME

ED 059 386

VT 014 719

AUTHOR Taylor, Vernon R.
TITLE Employment of the Disadvantaged in the Public Service. Guidelines for an Action Program for State and Local Governments in the United States.
INSTITUTION Public Personnel Association, Chicago, Ill.
REPORT NO Personnel-Rep-711
PUB DATE 71
NOTE 47p.
AVAILABLE FROM Public Personnel Association, 1313 East 60th Street, Chicago, Illinois 60637 (Nonmembers-\$5.50; Members-\$5.00)

EDRS PRICE MF-\$0.65 HC Not Available from EDRS.
DESCRIPTORS Career Opportunities; *Culturally Disadvantaged; Employment Opportunities; *Employment Programs; *Government Employees; *Guidelines; Local Government; State Government

ABSTRACT

This report provides a foundation for a practical action program to open meaningful employment opportunities for the culturally disadvantaged in state and local government employment. The first part of the report describes the problem and the existing legislation to give public policy makers and administrators an overview of the need for affirmative action in terms of specific objectives, policies, and programs. Part 2, directed toward personnel officers and staff, suggests specific techniques and innovative methods for accomplishing defined program objectives without destroying the merit principle of public employment. (Author/GEB)

ED 059386

PERSONNEL REPORT NO. 711

EMPLOYMENT OF THE DISADVANTAGED IN THE PUBLIC SERVICE—

**Guidelines for an Action Program
For State and Local Governments
in the United States**

Vernon R. Taylor

P

P

A

PUBLIC PERSONNEL ASSOCIATION

VT014719

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRO-
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIG-
INATING IT. POINTS OF VIEW OR OPIN-
IONS STATED DO NOT NECESSARILY
REPRESENT OFFICIAL OFFICE OF EDU-
CATION POSITION OR POLICY.

PERSONNEL REPORT NO. 711

EMPLOYMENT OF THE DISADVANTAGED IN THE PUBLIC SERVICE—

Guidelines for an Action Program For State and Local Governments in the United States

Vernon R. Taylor

Foreword

One of the most pressing problems of the present time is finding ways of fulfilling the national commitment to bring the disadvantaged into the mainstream of economic life. This Report deals with ways of doing this within the framework of traditional merit system principles and practices. With this Report as a guide, the public jurisdiction that has assumed the obligation to help in this effort should be able to establish an effective program.

The Public Personnel Association is grateful to Vernon R. Taylor for undertaking to prepare this material. Mr. Taylor, prior to his recent retirement, was head of the Division of Examinations and Standards of the California State Personnel Board. In earlier phases of his career, he was a training officer for the Veterans Administration, and, during World War II was successively a personnel technician, personnel officer and classification officer with the Air Force. At the beginning of his personnel career, he served as a job analyst with the U.S. Employment Service. Mr. Taylor is a graduate of Willamette University, with a degree in psychology.

Special thanks are also in order for those individuals who reviewed and commented on earlier drafts of the Report. These include Raymond Jacobson, Director of the Bureau of Policies and Standards, U.S. Civil Service Commission; Frederick A. Schenck, Director of Administration, New Jersey Department of Community Affairs; R. A. Bernheimer, Supervisor, Career Opportunities Development Program, California State Personnel Board; Solomon Wiener, Director, Bureau of Examinations, City of New York Department of Personnel; C. C. Tuck, Director, Classification Division, Personnel Policy Branch, Treasury Board of Canada; William E. Pierson, Personnel Director, Sacramento County, California; Norman E. McGough, Chief, Division of Public Career Programs, U.S. Department of Labor, Manpower Administration; and William Karp, President, William Karp Consulting Company, Inc.

Several members of PPA's Executive Council also offered advice and comments, including William F. Danielson, Albert P. Maslow, Robert C. Garnier, Tom D. Womble, Russell E. Shrader, R. Elliott Searce, W. Donald Heisel, and Barbara Ferrett.

We offer this publication in the hope that it will serve as an effective guide to those who are committed to finding solutions to these perplexing problems.

KENNETH O. WARNER

Standard Book Number 87373-283-9
Library of Congress Catalog Card Number 79-152859
Printed in the United States of America
Copyright 1971 by the Public Personnel Association
1313 East 60th Street, Chicago, Illinois 60637

"PERMISSION TO REPRODUCE THIS COPY
RIGHTED MATERIAL BY MICROFICHE ONLY
HAS BEEN GRANTED BY

*Public Personnel
Association*

TO ERIC AND ORGANIZATIONS OPERATING
UNDER AGREEMENTS WITH THE U.S. OFFICE
OF EDUCATION. FURTHER REPRODUCTION
OUTSIDE THE ERIC SYSTEM REQUIRES PER-
MISSION OF THE COPYRIGHT OWNER."

Table of Contents

	Page
Foreword	ii
Preface	iv
Part 1—The Nature of the Problem	1
Introduction	1
The Old and the New in Selection	1
Who Are the Disadvantaged?	2
Understanding the Disadvantaged	6
Legal Restrictions	6
The Civil Rights Act of 1964	7
Cyclical Changes in Personnel Needs	8
Part 2—Solutions to the Problem	9
Improvement of Techniques	9
Economy of Operation	9
Statement of Policy	9
Job Design	10
Reduce Cultural Bias in Present Tests	11
Recruiting	12
Written Tests	13
Interviewing	14
Innovations in Federal Civil Service	14
United States Department of Labor	16
Training	17
Counseling the Disadvantaged Worker	17
Community Organization	18
Appendices	21
References	43

Preface

The purpose of this report is to provide the foundation for a practical action program that will result in opening meaningful employment opportunities in public agencies for the disadvantaged men and women who, for any of several reasons, find such opportunities minimal or non-existent in the absence of such a program.

Organization

Part 1, entitled *The Nature of the Problem*, is intended primarily to give public policy makers and administrators an overview of the need for affirmative action in terms of specific objectives, policies, and programs.

Part 2, entitled *Solutions to the Problem*, is addressed primarily to personnel officials and their staff specialists. This second part suggests specific techniques and innovative methods for accomplishing defined program objectives—methods and means which, when properly used, preserve the spirit and intent of the merit principle in public employment.

Applicability

The report discusses problems that are common to state and local jurisdictions in the United States, and solutions that are appropriate to those jurisdictions. It does not apply equally to federal civil service, in

which the problems are often different and in which greater progress has been made than in the typical local jurisdiction. No attempt has been made to consider the unique problems of bilingualism in Canada, or the extent to which this paper is applicable to the problems of Canada's other minorities.

Terminology

As will be developed later, the term "disadvantaged" is used to include most but not all members of racial or ethnic minority groups in the United States, and some members of the Anglo-Caucasian population. The definition is in terms of employment problems rather than race. However, no special consideration is given here to the physically handicapped.

Changes, or perhaps fads, have occurred in the nomenclature applied to groups with which we are concerned. At this time many persons prefer "Black" to Negro. References to "Spanish-surnamed" are common. The author has chosen to use the more traditional or more descriptive terms, to make the discussion as specific as possible and to simplify communication with the primarily Anglo-Caucasian readers. The problems of the Puerto Rican and the Mexican-American differ in some respects, and the distinction may be valuable. It is hoped that no one will be offended by the terminology.

VERNON R. TAYLOR

The Nature of the Problem

Part

1

Introduction

The assimilation of minority group members and other disadvantaged persons into government service is the critical problem facing the merit system today. It is critical because it presents technical problems that are not well understood and it makes budgetary demands that have not been met, and in addition it seems to be in conflict with the very essence of the merit principle. It is sometimes considered a threat to the efficiency of governmental operations.

Despite these obstacles there is an almost unanimous feeling that in some way the public service should include people who have traditionally been excluded.

Forces for change. A common and perhaps a sufficient reason for accepting change is that it is being forced on government. The minorities are claiming the jobs they believe are due them in government and industry, and they offer the alternatives of continued unrest, riots and burning. The minorities' claims are being reinforced by an increasing body of law and regulations at federal, state and local levels.

Over and above any threats, most public administrators and personnel people wish to provide equal employment opportunity as a matter of equity, if not of social conscience. They recognize that there are many tasks in the public service that could be performed by people who have been unable to gain entry into the service, often for reasons they could not control, and sometimes for reasons not related to their ability to perform the work.

The forces for change mentioned above cannot be overlooked, but the compelling need for bringing people who are now disadvantaged into the public service is that soon there will be no other way to fill the jobs in many locations. We know that in many of our cities the Caucasian populations are static or declining and the minority populations are increasing rapidly. We are told that if the current trend continues, a number of our largest cities will have non-white majorities within five to fifteen years. This will include Baltimore, Cleveland, Chicago, Detroit, Newark, New Orleans, Philadelphia and St. Louis. And these new majorities, whether educated in central city ghettos or in impoverished rural areas, will still be under-educated, unskilled and disadvantaged. The public service will not be able to fill its manpower

needs in the metropolitan areas (where most of its needs exist) without tapping this source of manpower in greatly increasing numbers.

Present status. Most public jurisdictions have made moderately successful efforts to increase the number of minority group members in their work forces. They have done this largely by making extraordinary efforts to recruit those few minority group persons already possessing suitable education or job skills. The number of *really* disadvantaged persons appointed to civil service positions is still insignificant.

There are several reasons for the failure to reach the disadvantaged. One is that there has been no compelling executive or legislative mandate to hire persons without job skills. Another is that hiring the unskilled would require facilities for training that so far have been available for only a few specially funded positions. Most critical, perhaps, is the fact that in most cases neither the policy makers nor their staffs have understood how the disadvantaged can be brought into a merit system and into acceptable production without sacrificing the merit principle and without confounding merit with welfare.

Values and goals. A solution to some of these problems is suggested by the report to the Department of Health, Education and Welfare of a committee headed by Emery E. Olson (8, p. 14) which comments "In a democratic society, personnel administration should not only accept but should be based upon the values of that society." A program will draw popular and legislative support if it simultaneously solves governmental staffing problems and the employment problems of a large portion of the disadvantaged public. The two goals are compatible. They are both in the public interest. What is needed is the means of attaining them.

This paper is intended to show how that process can be facilitated. No lowering of work performance standards will be suggested, but changes in philosophy and methods will be needed.

The Old and the New in Selection

Screening out. Most of the techniques and procedures now used in public personnel selection were developed prior to 1940. That was a period during which the

labor market was glutted with well qualified applicants. The major problem in selection was to find economical ways of *screening out* the majority of competitors, including those who would have the least chance of success on the job. The remaining competitors could then be given more individual attention in the evaluation of their abilities. The screening was accomplished, first, by means of education and experience requirements, and second, in most cases, by either written tests or ratings of training and experience.

Later stages of this process consisted of finding what seemed the most competent among the remaining competitors. This was frequently done by interview, either informally or as a part of the examination. In most cases a final screening resulted from the latitude given to the appointing authority in making appointments from the list or register.

That process has two characteristics that are important in the present context: it is an economical way to handle a surplus of competitors, and it is a process of *screening out* the persons who seem to lack some desired qualifications. *A screening out process is not suitable to selection from among the disadvantaged*, since we know in advance that the disadvantaged lack at least some of the desired qualifications.

Screening in. What is needed now in a process that will *screen in* persons with potential which can be developed.

The concept of screening in is not entirely new. It has been used by some agencies in selecting unskilled trainees, policemen, trainees for data processing classes, right of way agents, administrative trainees and others. One distinguishing characteristic of a screening-in process is that it seeks a particular kind of potential rather than specified knowledges and skills. It is more likely to be directed toward the identification of aptitudes than toward measuring achievement.

Programs involving screening in have been initiated, but need to be greatly expanded.

Who Are the Disadvantaged?

Despite all that has been said and written on the subject, no one has given us a definition of the "disadvantaged" that is of much help in employing such people. We get only a vague picture of someone who needs a job. The very vagueness of the picture and of the descriptions defeats most efforts to plan a program. We cannot design a plan for a nameless, faceless mass of people who may be unemployed or under-

employed for any of a host of reasons. A working definition is needed before we can proceed.

An early attempt to distinguish between levels of employment disability was the use of "disadvantaged" for people with relatively mild problems and "severely disadvantaged" or "hard core" for those with more serious problems. The latter terms have been used to describe people who are illiterate, those with no job skills whatever, those with anti-social attitudes, with convictions for serious crimes, and those without the physical or intellectual ability to hold a job. The simply "disadvantaged" might have any or all of the same handicaps to lesser degrees. These terms are names for groups needing varying degrees of help, but they are not very useful in personnel selection because they do not describe what any one individual needs.

A more helpful description and distinction was developed by a committee of the Michigan Chapter of the Public Personnel Association. It categorized people's handicaps in terms of whether their problems were only in getting a job, or whether they were also unable to perform the job if they could get it. This assumes that there are people who can perform useful work, but who are prevented from getting work by artificial barriers in the hiring process. This definition is useful to us in that it identifies something specific for us to attack—barriers to employment that are not job related.

The full definitions developed by this committee are as follows:

"Briefly stated, the "procedurally-disadvantaged" are those persons who are fully equipped to be adequate or even superior employees in given employment situations but are denied entry because of "procedural" barriers. Such procedural barriers might include attainment of a certain score on a written test, possession of certain educational or occupational credentials, arbitrary age restrictions or other criteria which do not accurately or significantly reflect the requirements of the job. Discrimination based on race is another example of a procedural barrier.

"The "substantially-disadvantaged" on the other hand, are those persons who—because of inadequate or insufficient schooling, training or experience, unacceptable work habits or attitudes, deeply-rooted criminal or anti-social propensities, inadequate level of native intelligence, or absence of necessary physical attributes—would not be selected for a given employment situation under any reasonable set of criteria because the probability the employee will

"succeed" on the job is very small and may approach zero.

"It should be made clear that these labels have meaning only as applied to given employment situations and, in fact, we are all substantially-disadvantaged for some jobs, e.g., an accounting graduate for a job as an engineer."

The United States Department of Labor has defined the disadvantaged individual, for administrative purposes (12), as

"a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or older, or (5) handicapped."

Employers' requirements. These definitions add to our general understanding of who is disadvantaged, but still do not provide what we need. It will be more helpful to us if we can identify the kinds of abilities, skills or attributes which a person must have to obtain and hold a job in a merit system. From the employers' point of view they may be described as follows:

1. Public employers normally consider hiring only those applicants who already have the skills, knowledges and abilities required to perform their jobs.
2. When the labor market does not provide the job skills, a person is sometimes hired if he has potential for learning to perform the job.
3. All employers impose certain personal qualifications as prerequisites to employment. These prerequisites include such qualities as punctuality, dependability, willingness to accept authority and to work diligently, appearance and behavior similar to that of other employees, freedom from serious criminal records, etc. Some of these qualities contribute to productiveness, although most of them do not, but together they describe the "good employee"—an acceptable member of the organizational team.
4. Employers must have some means for selecting employees from among the available applicants. In a merit system the first requirement is usually possession of an arbitrary minimum level of education and experience. The second is passing some kind of test. This is usually a written test. Both it and the minimum educational requirement often make educational demands above those required to perform the job.

When we consider the impoverished backgrounds of the people we call disadvantaged, in the context of the demands made by the employers, it becomes

evident that the disadvantaged cannot be classified into a few simple categories. Certainly the dichotomies of disadvantaged or hard-core, or even of the procedurally- or substantially-disadvantaged fail to describe the range of their disabilities.

Applications of employers requirements. The four statements above describe four quite complex kinds of employers' demands, at least three of which must be met by an applicant or he will not be hired. The impact of these demands is difficult to comprehend when they are stated in such general terms. Several of the more common combinations of demands are therefore illustrated in the following table.

Applicant	Has Job Skills	Has Ability to Learn Job Skills	Has Personal Qualifications "Good Employee"	Can Pass Tests
1. Juarez	yes	yes	yes	no
2. Smith	no	yes	yes	no
3. Anderson	yes	yes	no	yes
4. Johnson	no	yes	no	no
5. Harris	no	yes	yes	no

These five hypothetical applicants are disadvantaged in different ways and in different degrees. They illustrate some of the more common types of employment disability with which we must learn to cope. Their cases suggest means of adapting our merit system to their needs and to their abilities.

The cases also emphasize the fact that the disadvantaged are individuals, each with his or her own problems and each with a different potential. They cannot be treated successfully as faceless figures in large, unidentified groups. They must be treated as the individuals they are. Adapting selection methods to their strengths is more productive than dwelling on their weaknesses.

The case of Juarez. Juarez is a pleasant, intelligent young man of Mexican descent, raised in a barrio in a southwestern city. He has had four years of experience in an occupation in which skilled workers are much in demand. He is bilingual. He has always spoken Spanish at home and in social groups. He learned English in school and uses it along with Spanish in his work. His English is not good, but is satisfactory for the job. He dropped out of high school because the struggle with English was too difficult and seemed unrelated to real life.

In the traditional merit system his application would probably be rejected because of his lack of a high school diploma. If it were accepted and he were given the usual written test for the class, he would almost surely fail it because of his language problem. He would read the test very slowly and would not

understand all of what he read. Juarez could do the work, but both he and the employer are deprived of what they need, because of artificial barriers to his employment. Although he has job skills, Juarez is seriously disadvantaged in attempting to enter the public service.

The typical entrance requirements of minimum qualifications for a skilled job are completion of high school and one or two years of experience performing journeyman level work. There has been a tendency in recent years to permit the substitution of experience beyond the minimum requirements for at least some of the education. Thus many agencies would accept two of Juarez' four years of experience in lieu of high school. This is realistic, since successful experience should count for more than an equal amount of education, which is seldom closely related to the job. Indeed, it raises a question whether any educational requirement should be imposed on a person who has demonstrated his ability to perform the job by performing it in another class or for another employer.

If Juarez is permitted to take the examination, either the first hurdle or the entire examination will probably be a written test. The written test would be an economical way to screen and to rank applicants, and it could be fair to most applicants. It would not be fair to Juarez. It would probably disqualify him for a reason not related to job performance. Neither would it be fair to the employing agency if Juarez were among the more competent applicants.

The glib answer to this is to do away with the written test. However, in view of the demonstrated values of written tests they should not be abandoned without some thought. While it is true that tests have some built in disadvantages, it is also true that the wrong kinds of tests are frequently used, and that tests are constantly used in inappropriate ways. Let us examine the test in these two respects.

Is it the right kind of test? Is the test a practical one? Does it measure abilities critical to job performance, or does it measure familiarity with its author's culture? Does it require education or reading ability beyond the levels needed on the job? Are there other tests or could other tests be produced which would measure the critical abilities without the scores being affected by non-essentials? Does it measure all of the critical abilities that can be measured by a written test?

Is the test being used in the right way? Is it carrying too much or too little weight in determining the final results? If it measures only some of the critical abilities are the other abilities being measured in some other way? Is the passing point ap-

propriate to the reliability of the test scores? A high passing point on an unreliable test may eliminate the competent and incompetent alike. Is the passing point flexible and adaptable to the labor market and the needs of the service, as well as to the difficulty of the test? If some skills are needed only to a moderate degree, is the test that measures them used only on a pass or fail basis, with the ranking done by means of tests that may distinguish between mediocre and superior workers? Is it necessary to use the same tests of competence for all competitors, or can there be alternative means of demonstrating certain knowledges and abilities as in the case of education and experience requirements?

If the written test does not stand up to this kind of examination it should be revised and it should be used in a more appropriate manner. If revision and better use of it will not provide equity for Juarez and for all qualified applicants, consideration should be given to replacing it with one or more other kinds of tests.

Would a performance test be feasible to replace the written? Would ratings of experience and training be more suitable, particularly if they were backed up by employer checks and other investigations? Would work samples or other evidence of past achievement add validity to the ratings? To what extent could a good panel interview evaluate the needed qualities? Could supervisors' or peers' ratings be employed? Why not use, for some purposes, test results from other governmental agencies such as other merit systems, employment services, vocational rehabilitation services, schools, etc.? What are the chances of avoiding the testing problem completely by accepting a person as a transfer from some other organization when his competence is assured?

The case of Smith. Smith has recently migrated from Appalachia, where he attended school irregularly and became only semi-literate. He is bright, industrious, and strongly motivated to improve his position. His only skills are those peculiar to Appalachia, and are not salable elsewhere. He is unfamiliar with tests of any kind and could not read and understand the simplest verbal employment test. He has the same problems that Juarez has in regard to tests, but to a greater degree. He has no job skills that he can demonstrate by test or by any other means, but he has other qualities that may be still more valuable to an employer in the long run. He has intelligence, willingness to work and a desire to prove himself. Let us consider the things that would help a merit system utilize Smith's undeveloped capacity.

Are there unskilled classes such as laborers, helpers or aids for which there are no arbitrary education and experience requirements? Are there means of applying for employment that are available to the illiterate? Is a long legalistic application form needed for simple jobs? Are there selections methods which do not require more than bare literacy? Are there methods which assess intelligence apart from verbal skills? Are there methods of rating and ranking applicants on the basis of their willingness to do unpleasant tasks or to take undesirable jobs? Can an applicant's attitudes and motivation contribute to his chances for appointment? Is any orientation or practice material available to help applicants understand the examination process? Can an applicant be considered as a real person in the selection process, or is he only a number or a statistic?

Is there provision for teaching the job skills required for entry classes *after* people are appointed? Is there an organized plan to make elementary academic education available to employees?

The case of Anderson. Anderson, despite some family problems, completed high school and junior college with good grades, taking courses in data processing and computer technology. He has been picked up for questioning by the police several times, but never charged with any offense. His only employment problems are that he is black and that his speech, grooming and clothing styles are those of the ghetto in which he grew up. He does not present the picture of the "good employee." Let us inquire why he is unemployed.

Has there been overt and intentional racial bias against him? Are there both legislative and executive directives prohibiting racial discrimination in employment? Have these directives been passed on to appointing powers by their immediate superiors? Do appointing authorities understand the impact of "good employee" requirements? Have supervisors been given any guidance in intergroup relations? Is orientation regarding "good employee" factors being given to applicants and new employees?

The case of Johnson. Johnson is a school dropout whose only skills are illegal ones. He has convictions on narcotic charges and car theft. He has given up reading even comic books because it is so laborious. He has held jobs only briefly because of his attitudes toward work and authority. He is a hard-core unemployed.

Now he wishes to find legitimate work and marry a nice girl he has met. No previous employer will rehire him. The only factor in his favor is that he seems to be able to learn anything that is important to him.

What are his prospects of employment under a merit system? At present, almost none. Yet within a few short years it may be necessary to choose between hiring and training the Johnsons or failing to perform vital governmental functions.

The questions that were asked about the cases of Juarez and Smith need to be asked about the case of Johnson, with affirmative answers needed to most. In addition, who will pay Johnson's salary during the relatively long training period required to make him a productive worker? Who will guide him in the behavior that is expected of an employee? Who will counsel and help him when he rebels or becomes ill, discouraged and in debt?

The case of Harris. Harris is an agreeable young man who has only one ambition. He wishes to leave the state institution for the mentally retarded in which he has been a patient for ten years, obtain a job in the hospital laundry, and live with his parents in the adjoining community. He knows that he cannot do many of the things that "grownups" can do, but he knows from his experience in occupational therapy that he could learn to sort laundry, fold sheets and do other things that are done by the laundry helpers. He could not learn skills beyond this level. He cannot read or write except for his name.

Is there some means by which Harris and others like him can be taught the simple skills of a helper? Can some of the present laundry helpers be upgraded to do more skilled work? Can a legitimate performance test be devised in which Harris can compete successfully after being trained? Can a rating scale be devised on which Harris can compete successfully in regard to willingness to do routine work, likelihood of long term service and ready acceptance of supervision?

The discussion of the five cases in the preceding pages illustrates the difficulty of trying to compress the various quantitative and qualitative aspects of a person's being "disadvantaged" into one single, all-purpose definition.

Problems can be solved. The questions that have been raised in regard to the five foregoing cases all suggest techniques or methods that have been used with some degree of success. None of them is impossible, although they may be difficult to develop properly and they may be more expensive than the usual tests.

These five cases illustrate the kinds of problems that the disadvantaged present to the organization that wishes to employ them. This approach of "What are the problems?" contrasts with the more usual start of "Where can we find jobs for the disadvantaged?"

The latter approach has had some success, but its success is limited to the creation of new kinds of jobs. In this category of "new kinds of jobs," two different types have been thus far created:

1. Jobs which have existed for years have been restructured to relieve highly skilled employees of some job components requiring less skill. The less skilled tasks have been grouped to create new jobs or new careers for the unskilled. This is discussed in Part 2.
2. A new kind of governmental function is being performed by persons who are "indigenous" to blighted neighborhoods. Instead of waiting for people to come to government agencies to demand services, the indigenous worker seeks out the person who needs the services and helps that person get the needed service from government.

Merit principles can be honored. In those cases in which indigenous workers have been employed on the basis of need alone and have then been given permanent status, the merit system has been circumvented. But whenever they have been selected because they were the applicants most familiar with the neighborhood culture and organization, and because they were best able to gain the confidence of people in that neighborhood, they were appointed on the basis of merit.

In all of the cases discussed, including the indigenous worker, a truly competitive selection system is dependent on the identification of what useful job skills and aptitudes the applicants already have, and devising methods that will screen those abilities in—not out.

It should also be pointed out that there are programs for training outside the merit system on the basis of need, with entry into the merit system by competition after the skills have been developed.

Understanding the Disadvantaged

Expectations. A person who is looking for work has in mind the kinds of work that he has done in the past and that his friends and neighbors do. A college graduate expects to get into managerial, professional or highly technical work. A high school graduate tends to anticipate clerical or sub-professional work or a skilled trade. To a large extent people expect to use the education and skills which they possess when they are hired. This is the tradition. The disadvantaged share this expectation. However, if the needs of the public service are to be met, particularly in the metropolitan areas, the disadvantaged must not all remain laborers or janitors.

Their expectations, their goals and their motivations must change. Not only must the hard core be developed into productive workers, but to a large extent persons now disadvantaged and discouraged (such as Juarez and Anderson) must be trained to supervise and manage the work of others. Motivation, remotivation and continuing remotivation will be required to accomplish this.

Ethnic group differences. We are all familiar with the difficulties and failures that supervisors have in motivating, training and supervising when all parties concerned apparently have the same goals and values. The problems are compounded when the parties come from different ethnic and cultural groups with widely differing values that are not understood by the supervisors.

We may illustrate some cultural differences that affect employment problems by comparing attitudes typical in Mexican-American barrios with attitudes found among other identifiable groups. As one example, opportunities for continuing education will probably not have as much appeal to the Mexican-American as to the "Anglo" or the Oriental. As another example, to the Mexican-American success in life is measured more in friendships and personal relations than in the material things that are more important to the "Anglo," or in status in the community, which is more important in other groups. He is more apt than others to feel that a crisis in the family should take precedence over the need to report to work on time. He is less likely to seek governmental employment or to depend on government in a personal crisis than are others. These differences are rooted in the history and traditions of his people and will change slowly if at all. Perhaps his values are superior to the values of the dominant group and should not change. Perhaps the dominant group should be more flexible, adapting itself to some of the values of the minority groups.

The important thing is that few of us have any real understanding of or feeling for people from backgrounds other than our own. We should, of course, improve our understanding and appreciation of them, but realize that our understanding will always be limited. What we must do is to secure the involvement of individuals and organizations that represent and can communicate with all segments of the population and can assist government in its relations with them.

Legal Restrictions

Internal restrictions. Every personnel department operates under the authority of constitutional or charter provisions, a body of law or ordinances, and

its own rules and regulations. Such a legal basis for operation is a necessity. However, most such legal "frameworks" contain details of operation and restrictions on administrative action that are not necessary. It is questionable whether there is any jurisdiction that does not labor under some legal restrictions that can seriously impede change and improvement in its program.

Some of these provisions were desirable or at least inoffensive at the time they were adopted, but have outlived their usefulness. The body of law should be reviewed periodically and efforts made to repeal any that have become needlessly restrictive.

Nonmerit restrictions. The most obvious such provisions are those that result in personnel selection on a nonmerit basis, such as rigid residence and citizenship requirements and extreme veterans preference provisions. The "professional standards" advocated by some special interest groups, or any other pre-employment requirements frozen into law can defeat the efforts of the most competent personnel staff.

To meet changing conditions such as labor markets, manpower needs and the values of the society an administrator must be given and he must accept some discretion. This discretion must apply to such administrative matters as

1. Establishment of eligible lists for use only in specific geographical areas.
2. Control of the number of names on lists of eligibles.
3. The replacement of lists of eligibles on a rational and practical time schedule.
4. Discretion in the appointment of persons with police or criminal records.
5. Requirements as to English language proficiency.
6. Selective certification or other means of appointment to regular classes of persons with special qualifications such as fluency in a foreign language or a variant of English, or special knowledge of particular cultures.
7. Some means such as exempt or trainee classes of providing training to persons without permanent status.

The Civil Rights Act of 1964

Another kind of control is exercised by the body of law in regard to equal employment opportunity. State and local laws will not be discussed here because of their limited applicability and because their impact is generally far less than we may expect from Federal law. The Federal law on the subject is contained in Title VII of the Civil Rights Act of 1964 and in the

Guidelines on Employee Selection Procedures (13) which were written into the Code of Federal Regulations by the Equal Employment Opportunity Commission on August 1, 1970.

The Civil Rights Act applies only to private employment. State and local governments have so far been exempted. However, under an Executive Order, federal contract employment carried out by public as well as private employers is subject to equal employment opportunity requirements. A federal requirement for nondiscrimination in employment is included in the Standards for a Merit System of Personnel Administration, issued jointly by the federal Secretaries of Health, Education, and Welfare, of Labor, and of Defense. These standards apply to about 30 grant-in-aid programs in health, welfare, manpower administration, and civil defense. The Office of State Merit Systems in HEW has primary responsibility for review of state adherence to the standards.

There are strong forces which will very likely result in the imposition of the EEOC requirements on state and local government in the future. They include EEOC's urging, "because the State and local governments have not taken adequate steps to meet their obligations under the 14th amendment." Industry cannot be expected to comply indefinitely with these difficult and expensive requirements while its competitors in the labor market do not. The most compelling force may be public acceptance of the EEOC requirements as the norm, to which all employers should conform.

Rigid EEOC requirements. The full impact of the 1970 guidelines on selection methods can only be assessed through a careful reading of the entire text. Some of the key points may be summarized as follows:

1. The term "test" applies to
 - a. all formal, scored techniques of assessing suitability, including achievement and aptitude, dexterity and personality tests, education and experience requirements, personal history or background, application and interview rating forms.
 - b. Techniques described in a., above, when used for hiring, promoting, transfer or retention.
2. Use of a test which adversely affects minorities (a higher rejection rate than for non-minorities) constitutes discrimination unless
 - a. the test has been validated and "evidences a high degree of utility," and
 - b. the user can demonstrate that no other suitable selection method is available.
3. Test validation generally means predictive validity or statistical evidence of validity. Content or

construct validity is acceptable only when predictive validity studies are not feasible. Validation samples must be representative of the local labor market and, whenever feasible, the employer must report separately the minority and non-minority subsamples.

It appears that no state or local jurisdiction can begin to meet these standards. Perhaps no private employer will be able to meet them. EEOC may be forced to modify the guidelines because some provisions seem unrealistic, but it seems certain that they will always require evidences of validity that we have not yet produced.

Cyclical Changes in Personnel Needs

Another force influencing governmental programs is the fact that the levels of governmental budgets and personnel needs are not constant. They rise and fall periodically, being affected by general economic conditions, hot and cold wars, and political cycles. Despite these cyclic changes, the greatest influences in 200 years of American history have been the demand for additional governmental services and the increases in

population. Every decrease or plateau in staffing has been followed by a greater increase for which we were unprepared.

When we find that there are surpluses of qualified applicants for many occupations we tend to feel that it is useless to attempt to bring more of the disadvantaged into the public service until conditions change. This feeling is contrary to the facts. No recession in 30 years has resulted in a surplus of trained nurses. The supply of key punch operators and other data processing personnel has not approached the need for many years, nor has the supply of automotive mechanics, personnel technicians and others.

Reduced budgets and layoffs may limit the opportunities to train the disadvantaged in the higher skills, but they have little impact on the opportunity to place aids and learners in the remaining shortage occupations. This is the time to concentrate on job engineering or restructuring.

The reduced demands for establishment of new classes and for recruiting and examining also create opportunities for advance planning, for development of new and better selection techniques, and for improving the liaison with community groups.

Solutions to the Problem

Part

2

Improvement of Techniques

The objective of true equal employment opportunity will not easily be attained by any governmental agency, because it requires changes in both policy and methods. The need for change has been discussed in Part 1. Part 2 suggests methods that appear to be useful in gaining these objectives. They are presented in the form of a survey of ideas that may solve the problems that will be encountered. Most of these ideas have been tried and proved valid, some of them have been tried on only a small scale or experimental basis, but show potential when applied more widely and perhaps more effectively.

Many of the ideas are mentioned only in general terms, with their rationale and methodology suggested rather than described. Some of them are discussed or illustrated in more detail in other publications to which references are made. The brevity of the descriptions in this report serve the double purpose of encouraging innovativeness on the part of those who wish to apply the ideas, and of keeping this report within manageable bounds. Persons who apply these ideas with some success should publish their methods and results, for the benefit of all.

Economy of Operation

The improvement of techniques usually requires an initial investment of manpower and money. Although this is true of many of the suggestions which follow, the suggestions are also designed to increase the validity of the selection process and result in a more efficient work force. Even with an increased initial outlay, long-term savings may be realized.

In addition, there are techniques which can reduce the present cost of personnel selection. For example, a supplemental application can replace a written test, as is suggested later.

When the number of qualified applicants far exceeds the needs, it is not always necessary to put the entire group through the total process, or to treat them all alike. One solution, when the applicants can easily be ranked on the basis of some factor which is related to job success, is to tell them that in view of the numbers, only those who scored highest on the screening will complete the examination at that time. The others will be called in later to complete the

examination if more names are needed. A weighted application form or a written test, if its validity can be shown, can be used to reduce the number of more expensive performance tests or interviews.

In an examination for the class of Hospital Worker, for which almost any able bodied person was acceptable, the applicants to be examined immediately were selected by chance, by use of a table of random numbers. A form letter explaining the method used and the reason for its use was accepted by the non-selected applicants without question.

There are many ways in which imagination and a willingness to innovate can control costs.

Statement of Policy

Nearly all personnel directors and other governmental executives wish to provide equal employment opportunities for all. Each of them, if questioned, would undoubtedly say that his policy is one of non-discrimination and that his agency is essentially free of discrimination. The latter part of this statement is seldom if ever true. Moreover, the intent of the executive is questionable unless his policy has been put in writing and made known to all concerned. Significant changes will not occur unless they are *demanded* by the executive.

Discrimination occurs every day. While over, intentional discrimination is becoming relatively rare, discrimination still exists in less obvious forms at every stage of the employment process. The mannerisms and tone of voice of a receptionist, test proctor or recruiter may tell a member of the Negro community that he is really wasting everyone's time. Another applicant may be told only about examinations for low level classes, since Department X simply does not have any Negroes in the higher level class for which recruiting is open. Technical staff will restrict their time and efforts to dealing with day-to-day problems and maintaining the status quo unless they are told in positive terms that part of their job is to eliminate artificial barriers to the employment of minorities and the disadvantaged. Appointing authorities and operating departments will restrict their efforts to their own departmental programs unless persuaded to do otherwise. The first requirement for a non-discriminatory program is a written statement of policy, signed

and disseminated by the mayor, governor, or other chief executive. The statement should be drafted or reviewed by the personnel director to insure that it commits resources as well as feelings. The statement should serve as justification for budgeting any necessary expenditures.

Involve entire organization. The best policy statement will be ineffective unless it is disseminated through channels. The chief executive must give it to his department heads with a statement that he will hold them responsible for its implementation. Department heads must in turn pass it on to their subordinates until each person in the service who can influence employment practices in any way is responsible to his immediate superior for its implementation. Anything less than this will fail to reach the critical people.

Methods by which such a policy can be implemented are outlined in the following sections.

Job analysis and job requirements. Class specifications do not meet examining needs. The classification survey or desk audit is commonly conducted for classification and pay purposes. It is primarily concerned with what tasks are performed and at what level they are performed. The minimum requirements and the knowledges and abilities sections of class specifications, which should provide the basis for the selection of employees, tends to be copied from specifications for related classes or accepted uncritically at the suggestion of the employing department.

Specification statements of the knowledges and abilities required are sometimes no more than abbreviated restatements of the tasks performed, without any good indication of the levels of skills required or which of the skills are critical to the job. Since this situation is not likely to change in the near future, it is necessary for the personnel examiner or test technician to make his own job analysis prior to designing an examination for a class which may attract the disadvantaged. He may find that he must modify the specification requirements before proceeding with the examination.

He may, for example, find that "ability to work effectively with the public" is not enough if part of the public speaks only Spanish or Ghetto-Black and does not understand the "Anglo" culture.

Unnecessarily high education and experience requirements are usually proposed by both employing departments and by employees in the occupation. These requirements lend status to the class, they create artificial shortages of applicants, and they justify higher salaries. This was acceptable in 1935 but not today. The personnel decision makers must insure that

these requirements are set at the lowest level that is necessary to perform the duties of the class.

Identify specific educational skills needed. For many entry level classes the only requirement stated is an educational level such as "completion of the eighth grade." This is a very rigid requirement, demanding proof of completion of the grade. If indeed eighth grade academic skills are required on the job, it would more logically be stated "education equivalent to completion of the eighth grade," so that a person could be admitted with a combination of six or seven years of regular classes augmented by special classes such as adult education, apprenticeship classes, trade school work, etc. Better yet, why not recognize that most of what is taught in elementary schools is not job related? Why not require sixth grade reading and fourth grade arithmetic skills, which are sufficient for many classes for which eighth grade education is now required?

The validity of education and experience requirements need to be established for the same reasons and in much the same way as the validity of a written test is established.

Test for the necessary skills. And why reject applications for classes requiring such low academic levels? The reading ability of adults is not closely related to the number of years they attended school. It would be much more satisfactory to use a written test which demanded the particular reading and arithmetic skills demanded by the job, with no formal educational requirement. The least defensible of all practices in this regard is the one mentioned above in the case of Juarez: the practice of imposing an educational requirement on applicants who have successfully performed the work in question. Alternatives should be provided.

Job Design

Job design or job restructuring has been the most productive means of opening new occupational fields to the disadvantaged, although so far only the surface has been scratched. It is not a new concept, but it is getting a new emphasis. There are registered nurses now living who, among other duties, were once required to scrub the floors of hospital sickrooms. These jobs have now been restructured so that professional nurses do almost entirely professional work. Thousands of unskilled workers have been trained to do the semi-skilled work in hospitals.

Kinds of jobs which can be redesigned. Relatively unskilled aids are being used in the schools, in some

trades and elsewhere to relieve skilled workers of unskilled tasks. Some of the more glaring misuses of time and talent are now close to home. Why should a personnel technician with college training spend his time proctoring tests and scoring them, when a Puerto Rican or Negro with a high school education or less might do it more economically and perhaps better? There are enough such instances in the public service to create jobs for hosts of less skilled people and relieve the shortages of skilled workers.

Generalist classes and very broad classes should be reviewed with particular care. They often include all elements of a function or process, although these elements are seldom of equal difficulty. Even when they are of equal difficulty a person can be trained to perform one or two of them more readily than to perform them all.

A systematic job analysis of all positions in an operating unit will identify those positions which include tasks requiring several levels of skill. These are positions which might be restructured to utilize some employees with less skill.

A cooperative task. Redesigning jobs so as to conserve the higher skills and create new jobs is a program that should be initiated by personnel departments but cannot be carried out by them alone. Personnel departments should point out to operating departments what can be accomplished, what are its advantages in solving manpower problems, what are its costs as well as potential savings, and what auxiliary programs such as training must accompany it. Personnel departments must take a continuing part in the program by providing competitive or merit means of entering the occupation and of guaranteeing reasonable opportunity for promotion on the basis of training and demonstrated competence.

Need for promotional opportunity. A concern related to job design is that employees and applicants should be able to learn what promotional channels are open to them and what preparation is required for promotion. Milwaukee's method of providing this information is illustrated in Appendix A.

Reduce Cultural Bias in Present Tests

Desirable and undesirable biases. Every written test is said to be culturally biased. By this we mean that it gives an advantage to the competitor raised and educated in a particular culture. In many cases this bias is not only desirable, it is necessary because the job for which it is used requires a knowledge of a particular culture. This is as true of most clerical jobs as it is of engineering and legal jobs. Unfortu-

nately the 1935 type of test, which is still in common use, puts a premium on our middle class Anglo-American cultural background that is not needed to perform many jobs. Many of our service jobs require little knowledge of our culture beyond the ability to speak English and to read it at about fourth grade level, yet most of the tests in use for these classes are written in eighth grade language or higher. Other tests used for classes requiring eighth grade language skills are written at high school or college level. In addition to the language itself, many tests demand knowledge of cultural concepts as well as academic skills not useful in performing the work. Interviews and other selection methods also introduce cultural values that are not inherent in the work to be done.

Identifying biases. Most of these cultural factors which are not job related can be identified through a step-by-step review of present practices and test materials. Such a review has been described in some detail by Taylor in the Public Personnel Review (6). It will be only summarized here, with emphasis on some of the more serious defects that are frequently found.

The kinds of biases which present the most serious problems vary from agency to agency and depend somewhat on the types of disadvantaged applicants found in each recruitment area. If there is a large proportion of Spanish-English bilinguals the problems and their solutions may differ from those wherein the disadvantaged are black or are under-educated rural Caucasians. This can be determined by making an ethnic census of the applicants taking selected examinations. The ethnic census is described in a separate section, below.

The emphasis in this review should be on tests and test material that is used for classes requiring education at high school level and below, with particular attention given to the tests used for entry at the lower levels. The review should seek out and correct vocabulary that can be simplified, long or complex sentences, slang or idiomatic expressions, high syllable count, etc. It is usually found that the oral and written directions to competitors are worse in these respects than are the test items themselves. Analyses like Rudolf Flesch's Yardstick Formula and Robert Gunning's Fog Index are useful tools for this purpose.

In some cases poor reproduction methods make tests even more difficult to read. This affects the poor reader more than it does the good reader.

The review should cover not only the language in which the items are written, but the subject matter they cover. For example, algebraic problems find their way into many tests of arithmetic, but algebra is almost never used in the public service aside from

engineering classes. No one in real life is required to divide a fraction by a fraction—except in taking a test. The middle class Caucasian is much more likely than the disadvantaged to have these all but useless skills.

Passing points and test weights. The passing points used for tests should also be reviewed. A test written at an appropriate level will be inappropriately used if the passing point is set higher than is necessary to assure the competence needed. If eighth grade education is sufficient for a class, the written test should screen out those with lower educational achievement. Those passing the test should be ranked on the basis of reasoning ability, learning ability, motivation, or some other ability that may predict their degree of success after appointment. Separate passing points may be needed for each part of a test. Giving a bonus for more education than is needed on the job can result in loss of validity and the hiring of inferior employees.

Alternatives to written tests. In some cases a performance test can be used to replace a written test. While a good performance test may be difficult to produce and use, it is usually more fair to applicants with limited education. It is better accepted and nearly always more valid than is a written test. Other alternatives are available, such as structured oral tests and oral trade questions.

Aids to self assessment. Several check lists have been produced to help the non-specialist executive assess the adequacy of his own agency's testing program. Two of the better ones are published by the California Fair Employment Practice Commission. One of these is fairly complete (2), and a shorter one is reproduced in part here as Appendix B.

Recruiting

Adapt recruiting to target group. The traditional methods of recruiting applicants are virtually useless with most disadvantaged minorities. These people do not read newspapers, they do not see bulletin boards in libraries or city halls, in fact many of them read nothing. In some areas Negroes seek governmental employment and will look for examination announcements in personnel offices, but other groups such as the Mexican-American seldom think of government as a possible employer. They may actually avoid it. They must be invited to apply, *through their own information channels.*

The special foreign language or ethnic press, radio stations and a few television programs are more effective, as are prominent individuals in the minority communities, such as clergymen, politicians, and in

some cases educators. Governmental agencies such as the state employment service and welfare departments are in touch with the unemployed and the under-employed. In some respects the indigenous or outreach worker is most effective because of his sources of information and his ability to follow through with applicants who might otherwise drop out.

Personal contacts. In general, recruiting efforts and publicity which invites any interested persons to come to the recruiter are ineffective with minority groups. Spanish-Americans in particular do not seem to respond to this approach, which is the traditional one. Initial contacts should be made by the administrator as a matter of courtesy, calling on the representatives of the minorities and attending their meetings. Recruiters or other staff can follow up, using the same methods. Continuing personal contacts will succeed where impersonal broadcasts will fail.

Go to the target area. Recruiting is most effective if it is conducted in the target area. Factors such as transportation problems and a reluctance to go to "city hall" will deter some potential applicants. These deterrents can be overcome by such means as part time recruiting offices in the target areas, jobmobiles, and one-stop service centers.

The drop-out rate following the initial application can be reduced through similar means. Written tests, interviews and other selection devices can be administered in locations that are convenient to the disadvantaged and in which they feel secure and relatively confident.

Applicants need guidance. A minority group applicant should be considered a resource or an asset—not a bother. He should be informed what to expect, what are his chances of appointment and what he is expected to do. If he does not qualify for employment on his first try he should be guided to another opportunity for which he may qualify. He should be given a welcome and full credit for the attempt he has made.

Use of biographical data. Biographical information about applicants is used at several stages of the examination process. When used judiciously it can provide the most dependable and valid basis for predicting job performance.

When biographical information is evaluated by a person who lacks an understanding of the economic and cultural background of the applicants, his evaluation can be devastating to the applicants. He can easily conclude that no disadvantaged person could be a good employee. Not only will the applicants' educational levels be low and employment history spotty, the record will usually show unexplained lay-

offs or dismissals and a number of arrests. The record must be interpreted in terms of the applicants' opportunities. This problem and related problems are discussed in a report of a committee of the American Psychological Association (1, p. 639)

Securing a series of short term jobs may indicate a high level of ability on the part of a person who has no job skills or training. The holding of a menial job for six months or a year may be an excellent recommendation as a faithful and hardworking employee, regardless of his more visible attributes.

The same principle applies to police and criminal records. The youth or the man who lives in a ghetto is almost sure to be picked up by the police for questioning. There is a disproportionate number of criminals in his neighborhood, and to the police he may well be one of them. As a result, he may have convictions for such offenses as loitering without being at fault in any way. Again, the record must be interpreted in terms of opportunities, or in this case in terms of exposure. A realistic policy in regard to arrest and criminal records is that of the State of California, which is attached as Appendix C.

It is largely biographical data that determines whether a person will be considered a good employee. The evaluation of biographical data is almost invariably left to the judgment of staff members, with few if any policy guides from management. These personal requirements should be reviewed from time to time by top management, and management should provide written guides to staff actions.

Written Tests

Written tests are mentioned throughout this report because of their prominence in merit system selection. They are also of critical importance in this context because, regardless of what a test measures, the disadvantaged seem to score relatively low on it. Minority ethnic groups score lower on tests than do members of the general population with equal years of schooling.

Educational bias. There are several generally accepted explanations for the relatively poor performance of the minorities. (Differences in intelligence are not accepted explanations.) The language skills necessary to test taking are not easily acquired in the distressed neighborhoods or in their schools, or in the homes of the poor or the bilingual. There is a dearth of reading matter in these homes and reading is not a common diversion. There are many objects and concepts which are familiar in the middle class life that are practically unknown in the culture of poverty. Differing attitudes

toward education, work, supervisors, and personal loyalties and responsibilities result in lack of mutual understanding between cultures.

There are unresolved questions about what written tests measure, and why they measure whatever they measure. There is little doubt, however, that most test results are greatly influenced by educational achievement, and influenced to some degree by general cultural background.

Cultural bias. Test scores are also affected by the conditions under which the tests are administered. There is evidence that extreme tensions on the part of competitors tend to reduce their scores. These tensions can be reduced and scores more representative of the competitors' abilities can be obtained by administering the tests in familiar locales, using test administrators who are members of the ethnic group predominant in the neighborhood.

Familiarity with written tests is part of the middle class American culture. An expectation of success in taking them is also part of that culture. Neither is true in the culture of the disadvantaged. The school dropout has probably not taken any tests for some time and is not familiar with many of the test item forms now in use. He dropped out partially because he failed such tests as he took. He will approach any new tests with an expectation of failure, in a state of anxiety or resigned apathy.*

Familiarization with tests. Both the unfamiliarity and the poor mental attitude must be overcome before any accurate measurement of his abilities can be obtained. This requires that before taking a test he be given written and oral instructions, practice items, verification that he understands them, and success in answering practice items. This kind of preparation is seldom provided. Without it, test results are largely due to chance. They are unreliable and can hardly be considered valid.

A practice booklet suitable for the moderately disadvantaged is available from the Public Personnel Association (Appendix D). Practice booklets aimed at lower levels of reading ability and test sophistication can be produced. Still more effective would be coaching classes in the mechanics of test taking and familiarization with a variety of test forms. Some practitioners feel that this can be most effective when done by outreach workers or "indigenous" workers who have had some special training.

The nature of culture fair tests. The development of

*Ollie A. Jensen's discussion of "Cultural Bias in Selection" in the Public Personnel Review (4) is a particularly good one.

so-called "culture fair tests" by the Cattells, J. C. Raven and others appears to be a step forward. The research done on them, however, results in conflicting conclusions as to their utility. At least some of the items used in these tests require a rather high degree of abstraction, and there is evidence to indicate that the educationally disadvantaged are at a greater disadvantage in working with abstractions than they are in working with concrete ideas.

In other cases in which the item concepts may have been less abstract or more easily grasped because of better instructions, the gap between the performance of the disadvantaged and the general population is less than on other tests. There still seems to be a significant difference, however.

More important, these culture fair tests appear to measure only one factor, which is inductive reasoning ability. Specific job knowledge and skills do not seem to be susceptible to measurement by culture fair tests.

Use of culture fair tests. Inductive reasoning is the type of problem solving required in most jobs, including police work. An inductive reasoning test is also a good predictor of general learning ability. This suggests that the right kind of culture fair reasoning test can be used in many situations as part of a test battery. The other parts could be tests of reading comprehension and number skills. The tests of reading and number skills can be used on a pass or fail basis to screen out the competitors who cannot meet minimum standards in those respects, and the remaining competitors ranked solely by means of the reasoning test. This is the test which is most apt to predict success on the job.

Those competitors who fail the academic tests by narrow margins but do well on the reasoning test could improve their academic skills relatively quickly if given special treatment. With the right help they might become superior employees.

This three-part test battery seems particularly well suited to low level entry classes in which the job skills are learned after appointment. It would be equally applicable to college recruiting classes if the tests were of appropriate difficulty. It might also be used as a diagnostic test, to be given to applicants for classes like Administrative Trainee, who fail the usual verbally loaded test. If their scores were below passing on the traditional test but well above average on the reasoning test, it would seem that they could still be appointed with expectation of success. They would need additional training to improve their academic skills, or they would eventually fail on the job. They would require a longer training period than would the person with the academic skills.

Interviewing

Personnel selection almost always involves at least one face-to-face interview. Since interviews result in subjective judgments, they are a source of both overt and unintentional prejudicial treatment of ethnic minorities. We cannot eliminate this completely as long as we have different cultures existing side by side, but it can be reduced far below its present level.

The first step in reducing prejudicial treatment is to apply more generally the commonly accepted guides to good interviewing. Other steps are the use of trained interviewers who know the real requirements of the class, building some structure into the interview, treating the competitor with dignity in a private and businesslike atmosphere, and securing his cooperation in the gathering and interpretation of information. An important consideration is, when feasible, to use the interview only to eliminate unsuitable competitors, leaving the ranking of the acceptable competitors to more reliable means of measurement. Most of these considerations are covered in the many articles and books on the subject, including articles in the Public Personnel Review (5).

The special problems involved in interviewing minority group members have been given some attention in the literature (7), but not really sufficient attention. They include finding interviewers whose attitudes permit real communication with people from other cultures and who have some concept of the variation of attitudes and values from culture to culture.

Ethnic censuses can be misleading. When ethnic censuses have been taken of examination competitors they have shown that minorities were as successful in the interviews as were the dominant group, but this was only in regard to the percentage of each group which passed.

Two reservations are in order in regard to this well publicized finding. First, since the interviewers are generally if not invariably aware that the census is being made, this knowledge undoubtedly has some effect on their ratings. Second, most interviews are scored on a percentage basis and the scores have a strong influence on list position, but we find no census that indicates which ethnic group had the higher scores among its members who passed.

Innovations in Federal Civil Service

The United States Civil Service Commission is constantly experimenting with new examining techniques and improvements on the old ones, some of

which are of interest in regard to entry levels. Information about those in use is available in the commission's offices throughout the country.

One technique is of particular interest. This is an examination method applicable to unskilled classes such as Hospital Worker, Housekeeping Aid, Mess Attendant, Laboratory Helper and Stock Handler. It consists only of a short application form and 10 to 20 simple questions in a supplement to the application. A rating guide gives detailed standards for scoring the supplement.

This technique is partially based on a reversal of the usual interpretation of the 1935 dictum that "only the best qualified shall serve." It recognizes that job satisfaction and tenure contribute to an employee's worth, and that the overqualified may fail on the job because of their over qualification. It therefore seeks applicants for whom the job, however menial, fulfills their expectations and presents satisfactions on a long term basis. It seeks to eliminate those who could not do the work or who would not be reasonably content with it.

"For basic level worker-trainee jobs, the major requirement is the element, 'Likelihood of success in assignments which require interest, motivation, and readiness to do simple work.' An applicant who has been successful in either educational or work experience would be rated low in this element. At least four kinds of applicants have been found among those who are highly qualified in this element:

1. Applicants who are motivated by the opportunity to secure for the first time steady employment, sick and annual leave, retirement benefits, etc., but who have never learned basic job habits such as punctuality, need to communicate with supervisors, etc.
2. Applicants who are motivated by the opportunity to continue work such as cleaning, laboring, etc., and who have no particular interest in training of any kind. It might be appropriate to attempt to motivate them to become interested in advancement, but not as a condition of employment.
3. Applicants who have had a career of quitting jobs like laborer because they have never had an opportunity to advance. They express a strong desire for training, but because of past failure experience will drop out of training courses if not handled with psychological expertise. At the same time, jobs without training potential will offer them no interest.
4. Applicants who have just dropped out of high school or graduated from a weakened high school

program with no marketable skills who would, if not given employment in a special program, become Type 3 described above.

Each type obviously requires a particular training and supervisory climate."

For higher level "support" jobs, competitors are rated on about five elements, such as reliability and dependability, ability to understand and to follow directions, and ability to work without constant supervision. Some typical questions asked are:

1. Have you ever had to follow written directions? If you had to do this on a job, when and what job was it? If you did, what is something that you had to do, for which you were given written instructions?
2. What kind of work can you do by yourself, without the help of a boss or supervisor? Give examples.

Give examples of the kind of instructions your boss gives you. What does he tell you to do when you first start a task?

What responsibilities have you been given on jobs, in the armed forces, in the community, etc.?

Every applicant who files a satisfactory application can be given a score of 70. Bonus points can be added to this for good answers to questions. The person with a college education can be given a barely passing score and one with an unacceptable criminal record can be eliminated. The manner in which the supplement is filled out may be considered in the rating for ability to understand and follow directions. Bonus points may be given to applicants who have previously performed the type of work in question, who were satisfied with it, and who wish to continue doing it.

Variations on federal scheme. Another governmental organization applied the same idea a little more directly. Its questionnaire for a hospital aide class included a list of disagreeable tasks such as counting and sorting dirty linen, mopping floors, washing dishes and emptying bed pans. The applicants were asked whether they had ever performed each task, when, whether at work or at home, and whether they now wished to apply for jobs which required it. The idea was that the person who had performed these tasks and accepted them as suitable work would be a better worker than one who had not experienced them.

This same jurisdiction added a set of questions which required about fourth grade literacy to read and answer. The requirement that the applicants read and answer these questions under observation made them an adequate minimum literacy test. Any answer that was responsive to the question was acceptable.

Rationale for the program. Albert P. Maslow, in the Proceedings of the 1968 Invitational Conference on Testing Problems (3), has summarized many of the factors which have influenced the federal program.

Office of State Merit Systems. The Department of Health, Education and Welfare, through the Office of State Merit Systems has published two excellent short guides to the selection of personnel for support classes in human services, or indigenous workers (9, 10). The first of these publications lists four kinds of qualifications needed by these workers:

1. Understanding of disadvantaged persons and communities.
2. Ability to communicate with the persons to be served, to win their confidence, to help them, and above all to influence them.
3. Adaptability, dependability and perseverance.
4. Ability to learn the "technical" aspects of the job, and potential for advancement with training.

This guide also mentions several selection devices prepared by the Office of State Merit Systems, some available and others under development. The following information suggests the nature of some of them:

1. *Questions About Your Knowledge of Poverty.* "This is a rather brief and simple questionnaire which gives the applicant an opportunity to tell about his first-hand experience with people living in poor communities." One section covers paid or volunteer work with poor people, and the other, exposure to poverty through personal experience or living in a disadvantaged area. The questionnaire might be used in evaluating necessary familiarity with disadvantaged persons and communities, either on a rating basis or as a source of leads for exploration by an interviewing panel.
2. *Following Directions Task.* This is a measure of ability to follow directions, not in a vacuum, but in the context of a job. A job requires some intelligence and some familiarity with the basics of our culture. The test therefore requires ability to do such prosaic things as reading a clock, counting money, finding a name in a telephone directory and figuring the amount of postage necessary on a letter.
3. *Structured Group Discussion for Human Services Support Classes.* This is designed as a group exercise which to some extent is a work sample of job-relevant interpersonal relations. The discussion is structured in the sense of organizing

its conduct and content on a relevant, systematic and consistent basis, but *unstructured* to a maximum degree in its actual running. The manual provides detailed instructions on planning, conducting and observing the discussion; illustrative discussion topics; and sample forms for evaluating candidate performance.

The Office of State Merit Systems is engaged in a research project to develop and evaluate new methods for assessment of candidates for human services sub-professional positions. Some of the instruments are concerned with such skills as following oral and written instructions and using information. Others concern interest and sensitivity. A Life Experiences and Interest Checklist and a test comprised of situation questions focusing on social and emotional sensitivity are two of these. A Measure of Basic Abilities assesses competence in reading, computational and clerical skills, using tasks derived from the content of representative subprofessional jobs.

As with other test materials developed by the Office of State Merit Systems, the new devices can be requested by merit system agencies through the HEW Regional Merit System Representatives.

United States Department of Labor

Public Service Careers. Most notably, the Manpower Administration of the Department of Labor has issued a *Public Service Careers Handbook* (11) which describes four plans for employing the disadvantaged in the public service. One of these, called Plan A, is the one program designed specifically to bring the disadvantaged into the public service in state and local governments. It is so important that a brief description of it in the introduction to the Handbook has been included in this paper as Appendix E.

Plan A will provide funds to cover the extraordinary costs of hiring and training the disadvantaged, including overhead for administration and for coordination with other programs. It will also provide funds for upgrading employees who would not normally be upgraded.

The PSC Handbook lists a number of organizations and programs that can provide assistance to public agencies in employing or in training the disadvantaged. They include the state employment services, MDTA Skills Centers, the Work Incentive Program (WIN), the Concentrated Employment Program (CEP), the Model Cities Program, the Neighborhood Youth Corps and the Job Corps.

An appendix gives some useful projections of increasing needs anticipated in specific occupations.

Three chapters in the Handbook are devoted to self-appraisal and self-evaluation of programs.

The Handbook lists, among the barriers to employment, such environmental barriers as poor transportation and inadequate day care facilities.

A type of barrier not mentioned here and seldom mentioned elsewhere is the working condition barrier imposed by the employer, such as the requirement that all employees work eight hours each day, during the same hours. A few employers have been sufficiently flexible to permit a student or parent to work an odd shift or a half day when necessary to meet other obligations or to simplify transportation.

Training

Start at the top. Training must start with management, to provide impetus, to give management a clear idea of the problems that will be encountered and some idea of the steps that must be taken to solve them.

Supervisors will need to acquire an appreciation of the difficulties facing disadvantaged employees and learn some of the ways they can help these employees. Some background in the differences in attitudes between cultural groups is needed by both top management and line supervisors.

New training methods needed. The training programs developed in the past for public employees who have the education and background required by the 1935 examining methods are totally inadequate for the disadvantaged. Training must meet the needs of the individuals concerned, and these individuals are different from present employees. Some trainees will be mildly disadvantaged and some more seriously so.

Orientation. Orientation programs must be expanded to include environmental factors such as how to get to the place of work, personal grooming, how much time may be spent in non-business conversation, and the other things that a good employee knows. They must also insure that employees understand how and why their work is important and what are the results of carelessness or failure to perform. The employee must feel the importance of his work.

Job skills. Job skills must be learned by nearly all disadvantaged employees. The best methods of teaching them will depend on several factors such as the nature of the work, the size and complexity of the organizational unit, and the organization of the work itself. In some cases the supervisor can provide the training, in others a buddy system is best, and formal classes are necessary in some. In most cases a combination of methods is superior to any one.

Academic skills. Academic training of several kinds is needed. It may be specialized training in reading and arithmetic or it may be an entire elementary or high school curriculum. Of course, the textbooks written for ten year old students are not acceptable to adults. Texts and teachers drawn from adult, citizenship or continuation education are more suitable than are the conventional resources. Some of this training, if job oriented, should be given during working hours. Most if not all of it should be provided by local school districts. Employees should be able to earn elementary and high school diplomas.

Less formal programs can be very effective in increasing academic skills. With a little assistance, most supervisors could direct a reading program for an employee who has the basic skill but needs to practice it and to broaden his horizons.

Supervisory training. Training in supervisory methods and skills is customarily given to employees who have already been promoted to supervisory positions. This is a poor practice with any person. Training should be given prior to its need. This is more important with the disadvantaged than with others, keeping in mind that many of the disadvantaged will of necessity become supervisors. The best practice is to give supervisory or pre-supervisory training to groups of disadvantaged workers and to utilize the training as part of the process of selecting those who will be promoted.

Training the minorities to get along in the culture of the dominant group is not enough. Supervisors, managers and interviewers need education in the nature of and the effects of poverty on the individual. They need to learn to comprehend the differences between their own culture and other cultures and to appreciate the values found in those cultures.

Counseling the Disadvantaged Worker

The need for counseling is closely related to the need for training, and in some ways can be combined with it. The newly hired disadvantaged worker will have all of the problems any employee has, and others that may be more serious. His relations with authority and discipline in the persons of his supervisor and his supervisor's superior may confuse and irritate him. He will become discouraged with his progress and will have family and financial problems with which he will not be able to cope.

The critical first days. In many cases the most critical need for help will be during the first few days of employment, or until the first full pay. There should

be some way to insure that a new employee has transportation or carfare, lunch money and clean clothes.

The supervisor as counselor. In some problems an employee's supervisor can be a counselor and in some a more experienced buddy can help him. At other times a professional counselor, detached from the work situation, must be available. This has been found to be a necessity if a program is to reach anyone close to the hard core. Counseling must be provided with care, since many disadvantaged employees will resent any appearance of differential treatment, or "separatism."

Performance evaluation should be integrated with the counseling program, although the emotions resulting from performance evaluation may make it necessary to use a counselor other than the supervisor.

Some of the considerations found to be important in the experience of others who have worked with the hard core are described by William Karp in Appendix F.

Community Organization

Cooperation is a necessity. Personnel departments, through their own resources, have not been able to carry out programs of the kind suggested here. They need help in finding persons with potential, in inducing them to apply, in planning a successful selection program, in orienting applicants to the selection methods, in obtaining information about applicants and in training, counseling and guiding them before and after appointment. In view of the variety of backgrounds of potential applicants in most areas, this calls for a community-wide effort. It may also call for obtaining help from outside the community, from people with prior experience in similar programs.

Such an effort must be organized and it must have a head. It is not too important whether it is headed in the personnel department, or whether the personnel department is one among a dozen or more equally contributing organizations under a unified leadership. It is very important that there should be shared responsibility and total commitment to the program, from the legislative body and top management on down.

Agree on objectives. There must be agreement whether the program will produce permanent merit employment, short term welfare benefits, or both. The two must be kept separate, although both could exist in the same program.

There must be a shared appraisal of the resources available, both financial and manpower, and realistic

goals must be established. A grandiose program which cannot be carried out could have more adverse effects than would no program.

Resources. The resources which can be enlisted in this effort, to provide funds, advice or direct assistance will vary in name from state to state and from community to community. Some types of interested groups and organizations are:

1. Federal agencies such as the Departments of Labor and Health, Education and Welfare
2. Local governmental agencies such as employment services, rehabilitation departments, welfare departments, parole and probation agencies
3. Schools: public and private, academic and vocational
4. Ethnic group leaders and organizations of all kinds, including the more militant
5. Religious organizations and leaders, particularly in the minority and impoverished neighborhoods
6. Labor unions, employer and trade organizations and service clubs
7. Existing programs with similar objectives, such as Model Cities, Neighborhood Youth Corps, Job Corps, STEP, etc.

Ways in which Federal funds can be used are illustrated in Appendix G, a summary of on-going programs in the City of Milwaukee.

The ethnic census. Two kinds of censuses are used in equal employment opportunity programs. They provide vital information that cannot be obtained by any other means.

Census of competitors. One is a census of competitors in examinations. It consists of tallying, anonymously, the apparent ethnic or racial group of each competitor at each stage of the examination at which he is seen. If applications are filed in person the ethnic groups can be tallied at that time. If there is a written or performance test or interview they can be tallied then. Those who pass and those who fail in interviews and in some performance tests can be tallied separately, to give immediate passing rates for each group. If an examination consists of only one part such as a written test, the census will at least tell how many minority group members are competing. If these figures can be compared with a breakdown of those on the eligible list or register, the passing rates can be obtained. If an examination consists of several hurdles, an estimate of the passing rate for each group on each part can be obtained by assuming that those who appeared for the earlier test but not for the later test were eliminated by the earlier one. The accuracy of this

estimate declines as the time gaps between parts of the examination increase.

When this information is tabulated for each class it is possible to judge the effectiveness of the recruiting efforts and to determine which parts of the examination are the greatest obstacles to each minority group.

Suspensions and claims of bias might be raised if the persons taking the census asked any questions of competitors. They should be tallied by appearance only. This results in some errors, for only the Negroes can be distinguished by appearance alone with any accuracy. Spanish-Americans are often indistinguishable from Anglo-Americans. American Indians and some Orientals may be confused with other groups. Despite the errors, the results can be of great help in identifying the specific barriers which are selecting the minorities out.

A set of instructions that has been used for tallying competitors being interviewed by a panel is attached as Appendix H. It was designed to include the ethnic groups found in numbers in a particular area. Different ethnic groups and different definitions would be more appropriate in areas in which there are large European, American Indian or Puerto Rican populations.

Census of employees. The most important census is one made of all employees, rather than of competitors. The number in each ethnic group is reported by department or other work unit, by pay level, sometimes by occupational field, and by geographical area when the agency covers several. Periodic censuses make it possible to compare the proportion of each ethnic group in the service with the proportion in the general population of the area. Departments in which there is an under-representation or in which minorities tend to cluster are easily identified. More important, the changes in numbers and proportions

from one census to another disclose the changes or lack of change that have occurred.

Legal considerations. Care must be exercised to avoid violation of fair employment practices acts and civil rights legislation. Plans for an ethnic census should by all means be discussed in advance with bodies responsible for enforcement of such acts.

A useful and legitimate tool. Without a census of employees it is difficult to plan a program and impossible to evaluate the results of one. With a census of employees it is virtually impossible for uncooperative managers to conceal their actions.

There is no suggestion here that quotas be set up. The purposes of censuses are to identify problems, evaluate techniques and to measure changes.

Building a program. An agency's program for employing the disadvantaged should be developed like the construction of a house. The structure should be built from the ground up. Starting it at a point chosen at random could result in the equivalent of building a roof before the foundations are in.

This means doing the easiest and most obvious things first. The best starting point is to remove the artificial barriers to the employment of persons who already have job skills. Another early step would bring in persons without the job skills but with all other requisites. This step would provide the agency with broader experience in giving on-the-job training.

A later step should probably be the hiring and training of persons who lack not only job skills, but sufficient academic preparation to meet job demands. This would add another type of experience and resource to the agency's stock of tools.

When the agency has developed staff, resources and programs to cope with the problems of these people, then it is in a position to consider working with the real hard core. They will demand all of the skill, resources and commitment that can be mustered.

Appendices

	Page
A—City of Milwaukee—Advancement Opportunities	22
B—Employment Testing Self-Audit Questionnaire	24
C—California State Personnel Board—Policy and Practice in the Evaluation of Arrest and Conviction Records of Applicant	26
D—How To Take a Test	28
E—Excerpts from Public Service Careers Program Handbook, U.S. Department of Labor	36
F—Excerpt from “Problems in Hiring and Training the ‘Hard-Core,’” by William Karp	37
G—Milwaukee, Wisconsin—Summary of Existing Special Employment Programs	39
H—Ethnic Census Form	41

Appendix A.

Prepared: May 9, 1969
Revised: September 3, 1969
2nd Revision: April 15, 1970

CITY OF MILWAUKEE Advancement Opportunities

XII Series—City Laborer—Equipment Operation

All factors subject to change.

Title	Current or Last Requirements	Current Salary**	Selection Procedure	Need
Entry Level City Laborer (Seasonal)	Minimum of 18 years of age	\$545-\$583	Physical test	Seasonal need usually great, especially in Spring. Positions in many City departments. Approximately 500 positions filled from March 30 to June 1
2nd Level City Laborer (Regular)	12 months of employment as City Laborer (Seasonal)	\$549-\$620	None (title change made upon completion of 12 months service.)	Moderate need to fill positions on year-round basis
NOTE: Year-round positions as City Laborer (Regular) are filled on the basis of need and through seniority.				
3rd Level Truck Driver Trainee	6 months of employment as a City Laborer (Regular) or as a Special Laborer; driver's license; 5 years' auto driving experience with good driving record.	same salary as in regular classification	Written on state driving rules and and reaction-timing tests	Moderate
NOTE: Candidates who pass the Truck Driver Trainee examination are selected on a seniority basis to participate in the Truck Driver Promotional Training Program. Those who successfully complete this Training Program are appointed to the following positions of Truck Driver (under 3½ tons) and Truck Driver (over 3½ tons) according to their score.				
4th Level Truck Driver (under 3½ tons)	Successful completion of Truck Driver Promotional Training Program (see NOTE above.)	\$584-\$661	See NOTE above. Year-round positions filled on basis of seniority.	Fairly great seasonal need
5th Level Truck Driver (3½ tons & over)	Successful completion of Truck Driver Promotional Training Program (see NOTE above.)	\$601-\$683	See NOTE above. Year-round positions filled on basis of seniority.	Fairly great seasonal need
6th Level Special Equipment Operator	1 year of steady driving as Truck Driver (under 3½ tons) or Truck Driver (3½ tons and over) or a combination of both.	\$640-\$734	Seniority and successful completion of training program.	Moderate seasonal need

<i>Title</i>	<i>Current or Last Requirements</i>	<i>Current Salary**</i>	<i>Selection Procedure</i>	<i>Need</i>
7th Level		(Prevailing Wage)		
Tractor		\$5.52/hr.		
Operator, Bulldozer	Employees who are Truck Drivers or Special Equipment operators on a regular basis	\$5.52/hr.		
Operator (under 40 h.p.)				
Tractor				
Operator, Bulldozer				
Operator, End Loader				
Operator (over 40 h.p.)				
Roller				
Engineman		\$5.52/hr.		
Crane				
Operator		\$5.52/hr.		
Clamshell				
Operator		\$5.52/hr.		

**Salaries are expressed as monthly rates unless otherwise indicated. Range of salaries shown is the starting rate and the highest current rate for that particular job. Rates are effective as of the date sheet was prepared.

Appendix B:

EMPLOYMENT TESTING SELF AUDIT QUESTIONNAIRE

If your Company administers employment tests:

- | | YES | NO |
|---|--------------------------|--------------------------|
| Does your test administrator always give the same instructions to each applicant? | ☐ | ☐ |
| Are these instructions clear to the applicants being tested? | ☐ | ☐ |
| Does the test administrator understand the test and the testing process well enough to answer questions clearly? .. | ☐ | ☐ |
| Can the test administrator speak and read effectively? | ☐ | ☐ |
| Is each applicant given the same amount of time to complete the test? .. | ☐ | ☐ |
| Is your test administrator sensitive to special problems that some people might have, especially people from minority groups, (i.e., anxiety about tests, confusion about the use of IBM answer sheets, language problems, etc.), and does he or she take steps to minimize them? | ☐ | ☐ |

Are your testing facilities adequate with regards to:

- | | | |
|--------------------------------------|--------------------------|--------------------------|
| Lighting? | ☐ | ☐ |
| Space? | ☐ | ☐ |
| Temperature? | ☐ | ☐ |
| Noise Level? | ☐ | ☐ |
| Interruptions or Distractions? | ☐ | ☐ |

When testing is completed:

- | | | |
|---|--------------------------|--------------------------|
| Are test answer sheets checked for scoring accuracy? | ☐ | ☐ |
| Have you thought out the pros and cons of having a procedure whereby an applicant could learn how he performed on the test? | ☐ | ☐ |

- | | YES | NO |
|---|--------------------------|--------------------------|
| Do you have any process by which an applicant can review the results of an employment test or request a retest? .. | ☐ | ☐ |
| Do you retain both scores and answer sheets for all applicants, both successful and unsuccessful, for at least 15 months? | ☐ | ☐ |
| Are tests, answer sheets, test scores, scoring keys, etc. available only to authorized and trained personnel? | ☐ | ☐ |

Are the tests used properly constructed for the applicant you are testing in that:

- | | | |
|--|--------------------------|--------------------------|
| Instructions and questions are written at an appropriate language level for the applicant? | ☐ | ☐ |
| The mechanics of the test can be easily handled by all applicants, especially people from minority groups? (i.e., IBM answer sheets, mark sense recording, etc.) | ☐ | ☐ |
| The speed requirements are reasonable? | ☐ | ☐ |
| Success on the test is not highly influenced by past testing experience? (i.e., clues in questions format, one question answers another, etc.) | ☐ | ☐ |

Tests are used for a number of reasons
... for example, to predict either future
training or task proficiency, or measure
skills that will be required on the job
(e. g., typing).

If you are selecting for future success in
training or task proficiency:

YES NO

Do you have a clear and specific de-
scription of the job for which you are
testing? ☐ ☐

Can you prove that your tests predict
success by either a statistical study
showing there is a relationship between
test scores and job proficiency? (test
validity) ☐ ☐
or

Do you know of studies from other
companies which show test validity for
jobs quite similar to yours? ☐ ☐

Do these studies show that your tests
do not discriminate against minority
groups? ☐ ☐

If you are measuring skills which will be
required immediately on a job (i. e., typing,
key punch, steno):

Does your job description clearly indi-
cate that the applicant will need these
skills? ☐ ☐

If you were asked to discuss your employ-
ment testing program with an F.E.P.C.
consultant,

Could you show him:

A copy of the tests your company
uses for employment? ☐ ☐

A test manual or similar document
giving general information, admin-
istration and scoring instructions
for each test? ☐ ☐

If there is no manual, the instruc-
tions given the examinee, time
limits, scoring instructions and how
scores from tests and parts of tests
are weighed? ☐ ☐

YES NO

Could you describe:

How the tests were administered? .. ☐ ☐

How the tests were scored? ☐ ☐

How the tests were used in the se-
lection decision? ☐ ☐

When discussing your validity studies,

Can you show:

When the studies were made? ☐ ☐

What people were studied? (The
sample) ☐ ☐

The number in the sample? ☐ ☐

How successful performance was de-
termined? (the criterion) ☐ ☐

What the validity coefficients or
other validity information were? .. ☐ ☐

Were different minority groups stud-
ied? ☐ ☐

If so, were the results for the mi-
nority groups similar to those for the
total sample? ☐ ☐

In general about your employment test-
ing program,

Do you know:

If the same standards are applied to
everyone? ☐ ☐

What percentage of total applicants
pass? ☐ ☐

What percentage of minority group
applicants pass? ☐ ☐

What percentage of applicants are
screened out before tests are ad-
ministered? ☐ ☐

What percentage of minority group
applicants are screened out before
tests are administered? ☐ ☐

Appendix C.

MEMO TO: ALL STATE AGENCIES

SUBJECT: Policy and practice in the evaluation of arrest and conviction records of applicants for State employment.

This statement is issued in response to inquiries regarding State practice in the acceptance for examination of applicants with arrest and conviction records, and in the assessment of their suitability for civil service employment.

The State accepts applications from persons who have arrest and conviction records and considers for employment those who appear to be good risks.

Persons with arrest and conviction records are entitled to receive thorough and tolerant consideration on an individual basis, taking into account the social and humane need for their rehabilitation as well as the requirements of the positions for which they apply.

For all positions in State service, each case is judged on its own individual merits. This means that the State Personnel Board and appointing departments take into account such matters as the nature and seriousness of the offense, the circumstances under which it occurred, how long ago it occurred, whether or not it was an isolated or repeated incident, the person's age at the time it was committed, social conditions which may have helped contribute to the offense, evidence of rehabilitation, and the kind of position sought.

Also taken into account is the distinction between arrests and convictions in a person's record. It is not State practice to reject an applicant on the basis of an arrest record alone. In filing an application for State civil service examination or employment, an applicant will hereafter need to report only convictions. An applicant need not report any incident which occurred before his 21st birthday and which was finally adjudicated in a juvenile court or under a youth offender law, or which has been sealed under Welfare and Institutions Code Section 781 or Penal Code Section 1203.45.

Applications of persons convicted of felonies are accepted without a specific waiting period following release from prison or release from parole or probation. Each felony case is decided on its own merits, taking into account the nature of the position for which application is made; except that persons who have had felony convictions are prohibited by law from being employed in any capacity as a peace officer. In evaluating felony

Memo re: Policy and practice in the evaluation of
arrest and conviction records of applicants
for State employment.

-2-

records, attention is given to the nature and recency of the offense; record of prior offenses, if any; length of incarceration; conduct during incarceration; recommendations of the parole or probation officer; and recommendations from employers following release from prison.

JOHN F. FISHER

Executive Officer

Appendix D.

How To Take A Test

This booklet will help get you ready to take a test. It gives suggestions about ways to do your best. It also provides opportunity for you to practice on some of the kinds of questions like those in a real test.

Job tests differ from one another, and you will need to know how to handle different kinds of questions. Some tests deal with the duties of the job to find out what you know about the work. Other tests deal with your ability to think and solve problems. Notice the different kinds of questions in this practice

booklet. Read each question carefully and learn the right way to mark the tear-off answer sheet on the back cover.

When you are planning to take a test for a particular job, try to find out as much as you can about the job before the test. What do people do in that job? What do they need to know? Do they operate any equipment or machinery? If there is a written announcement about the job, get a copy and read it carefully. It may help to give you an idea of what the test will cover.

These Tips Will Help You Do Your Best

- Get a good night's rest, and don't eat a heavy meal before the test.
 - If you wear glasses or a hearing aid, be sure you have them with you.
 - Note the time and place of the test, and allow plenty of time to get there early.
 - Listen closely to the person who gives the test, and read all written instructions carefully.
 - If you think you know the right answer, put it down — but be sure you haven't overlooked any important words.
 - If you decide to change an answer after you have marked it, be sure you show which one is your final choice.
 - Work on the questions in their numbered order, but don't spend too much time on one you find very difficult. Go on to the next one and come back to it later.
 - If you get to the end of the test before time is up, go back and work on any of the questions you skipped.
 - Rely on your own ability, and don't try to copy from someone else. Your neighbor may not know as much as you do.
 - Check your answer sheet every few questions to be sure you are using the right line and space for each answer.
 - Don't get discouraged if you find the test difficult. Your score may still be enough to qualify.
-

Now tear off the answer sheet on the back of this booklet. Read the instructions at the top of the answer sheet and study the example that shows how to mark it.

When you have studied the answer sheet enough to start work, open the booklet and start work. Begin by reading the special instructions in the box at the top of the page. Whenever you come to special instructions in a box, read them carefully.

These instructions refer to Items 1 to 5. Here are five examples of test items that are called "multiple choice." In each of these items you are given a question or a problem. Your task is to pick out the best answer from the four choices you are given.

Each of the answer choices is identified by a letter -- (a), (b), (c) and (d). This enables you to mark your answer sheet simply by picking out the letter that stands for the best answer, and then mark the answer sheet to show which letter you choose.

Before you start work on Items 1 to 5, read the instructions at the top of the tear-off answer sheet. Study the example at the top of the answer sheet that shows how you blacken the space that shows which choice is the best one.

Now do Items 1 - 2 - 3 - 4 - 5 and put your answers on lines 1, 2, 3, 4 and 5 on the answer sheet. Be sure you use the right line and space for each answer.

1. A CARTOON is a kind of

- (a) dance
- (b) book
- (c) music record
- (d) drawing

2. WARY most nearly means

- (a) happy
- (b) sad
- (c) cautious
- (d) prompt

3. A truck is loaded with 200 pounds of lumber, 600 pounds of concrete, and 1,000 pounds of sand. What is the approximate weight of the load?

- (a) Less than 1,500 pounds
- (b) Between 1,500 and 2,000 pounds
- (c) Between 2,000 and 2,500 pounds
- (d) More than 2,500 pounds

4. If you had two dozen eggs in a sack and broke a half-dozen of them, which of the following would be nearest to the number of unbroken eggs?

- (a) About 11
- (b) About 17
- (c) About 20
- (d) About 22

5. Here is a series of numbers: 2 ... 5 ... 8 ... 11 ... 14 ... ? What number should come after 14?

- (a) 15
- (b) 18
- (c) 21
- (d) None of the above

These instructions refer to Items 6 to 9. These four questions will test how well you understand what you read. They are called "reading comprehension" items. You must be able to find facts in the material and to restate what you have read in different words.

For this reason, it is important to read each question just as carefully as you read the material on which the question is based. Now do Items 6 - 7 - 8 - 9. Before answering the question, decide if the answer will be a fact, a restatement, or a conclusion.

6. "The City Hall is across the street from the police station and is over a mile from the post office." Which one of the following can you conclude from the information in the foregoing statement?
- (a) The post office is on the same side of the street as City Hall.
 - (b) The post office is farther from City Hall than from the police station.
 - (c) The police station is close to City Hall.
 - (d) The City Hall is more than ten blocks from the police station.
7. "To read a little and understand it well is better than to read a lot without understanding." The best restatement of this quotation is:
- (a) Fast reading is usually useless.
 - (b) It is not how much but how well we read that is important.
 - (c) It is best to read difficult books very slowly.
 - (d) Reading broadens the mind.
8. "Only 3 percent of the total land in the United States is taken up by cities, industry, highways and similar uses. About three-fifths is used for crops and livestock production." According to the paragraph, which of the following is true?
- (a) One-fifth of the nation's land is used for crops.
 - (b) More land is used for agriculture than for anything else.
 - (c) Less land is used for highways than for cities.
 - (d) The U. S. is an industrial country.
9. "A recent study of work output shows that the largest output per week is reached with a 6-day, 48-hour week. Even in a work week of more than 48 hours, the 6-day week was best." Which of the following conclusions can you draw from this statement?
- (a) Industries vary in their work demands.
 - (b) The 7-hour day is most popular.
 - (c) People work best when much time is demanded.
 - (d) Distribution of working hours is more important than amount.

These instructions refer to Items 10 to 12. Here are three examples of "true or false" test questions. Your job is to read the statement and decide whether it is correct or incorrect.

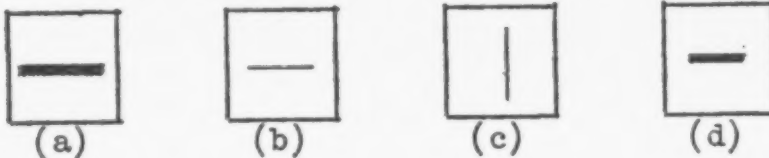
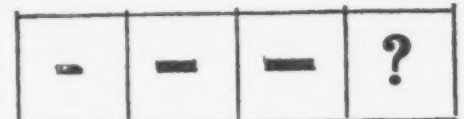
If you think the statement is true, mark letter (a) on your answer sheet. If you think the statement is false, mark letter (b). Be sure to use the right line for each answer.

10. The sum of 1 plus 2 plus 3 plus 5 is more than the sum of 2 plus 3 plus 9.
(a) true
(b) false
11. A cubic inch of ice weighs more than a cubic inch of water.
(a) true
(b) false
12. Strong sunlight usually fades the color in cloth.
(a) true
(b) false

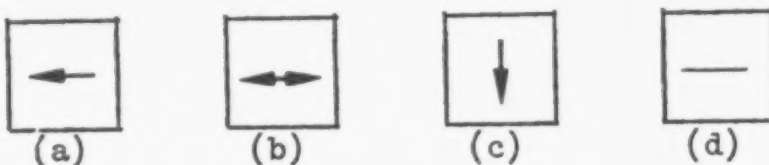
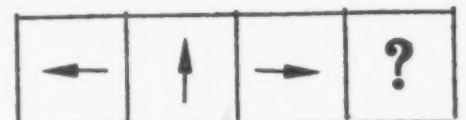
These instructions refer to Items 13 to 15. The next three questions are called "series" questions. You must study each picture carefully to find how it is different from the one before it. The changes will follow a rule which it is your job to discover. You must also watch for things that stay the same in all the pictures.

Now do Items 13 - 14 - 15. Try to discover the rule of change, and use it to find the last picture in the series.

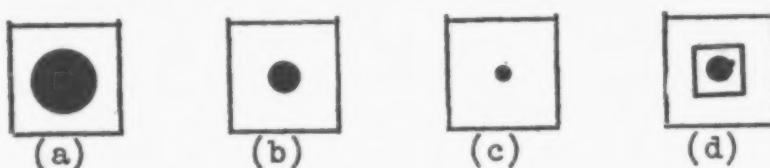
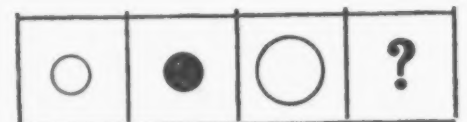
13. Which of the four pictures below will complete the series of pictures at the right?.....



14. Which of the four pictures below will complete the series of pictures at the right?.....



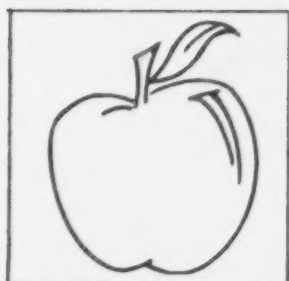
15. Which of the four pictures below will complete the series of pictures at the right?.....



These instructions refer to Items 16 to 18. The next three questions are problems that involve pictures. The first picture marked (X) in each set is related in some way to one of the other four pictures in the set. It is your job to find the relationship and pick the correct picture.

You must study each picture in the set before making your choice. Then mark your answer sheet to show which picture you picked out.

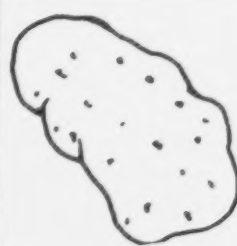
16.



(X)



(a)



(b)



(c)



(d)

17.



(X)



(a)



(b)

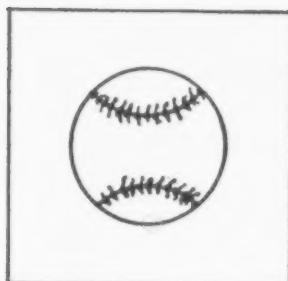


(c)



(d)

18.



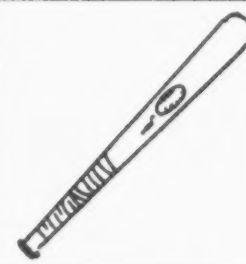
(X)



(a)



(b)



(c)

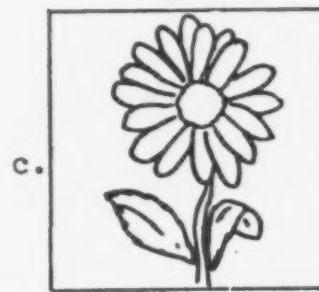
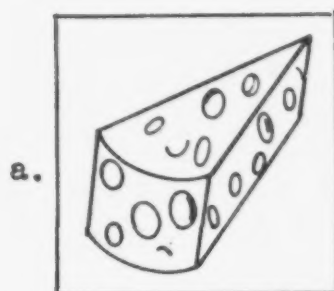
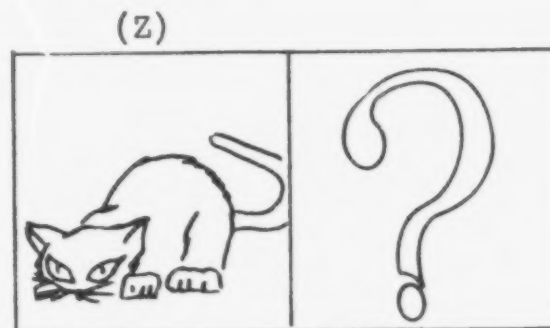
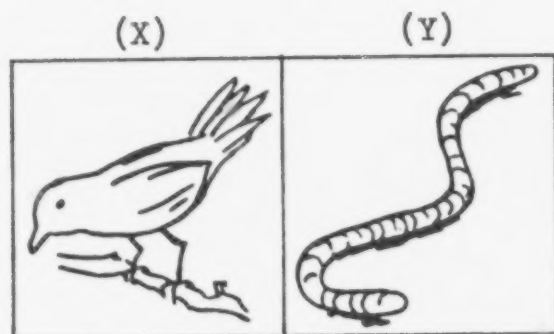


(d)

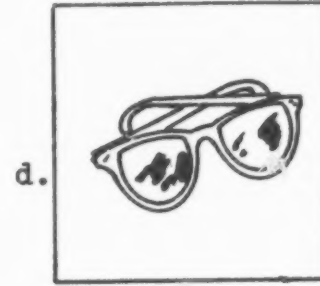
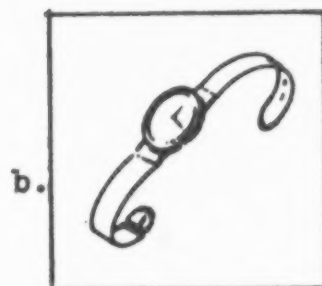
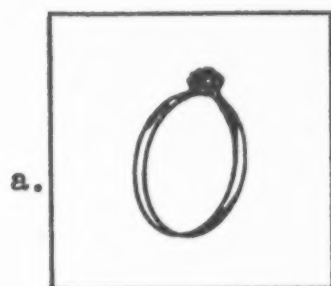
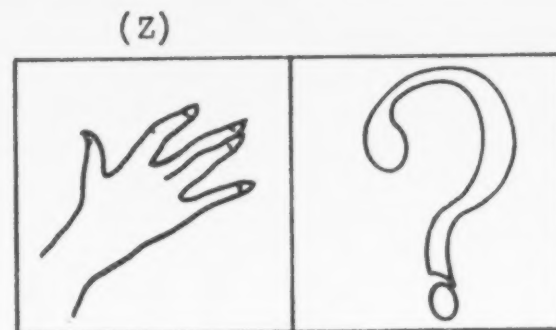
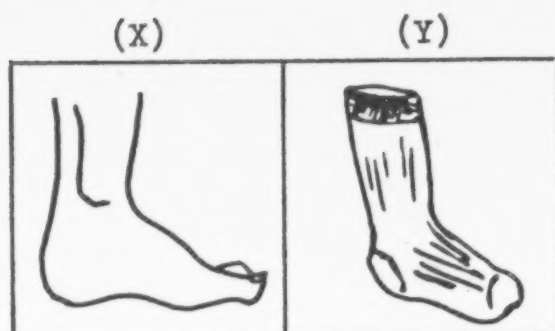
These instructions refer to Items 19 and 20. These two questions are very much like the other picture problems in that they deal with relationships. The first two objects, marked (X) and (Y) are related in some way to each other. The object marked (Z) is related in exactly the same way to one of the choices (a), (b), (c), or (d). If you put problem 19 into words, it would read, "Bird is related to worm the same way as cat is related to (?)."

Your job is to choose the object that completes this relationship and mark your answer sheet.

19.



20.



Do not read what is in the box below until you
have answered all 20 questions in the booklet.

You will get the most benefit from this test
 if you check your answers later.

- | | | | |
|--------|---------|---------|---------|
| 5. (d) | 10. (b) | 15. (a) | 20. (c) |
| 4. (b) | 9. (d) | 14. (c) | 19. (d) |
| 3. (b) | 8. (b) | 13. (a) | 18. (c) |
| 2. (c) | 7. (b) | 12. (a) | 17. (a) |
| 1. (d) | 6. (c) | 11. (b) | 16. (c) |

Here are the right answers. Check them against
 the answer sheet after you have finished, but
 not before.
 If you find that any of your answers were wrong,
 go back to the questions you missed and read them
 carefully again. Try to find out why you didn't
 get the right answer the first time. Perhaps you
 read too fast or overlooked something important.

Printed in U.S.A.

PRACTICE ANSWER SHEET

Tear off this answer sheet along the dotted lines before you answer any questions. Then study the example below that shows how to use the answer sheet. 

Sample Question in Test

1. Which of the following months is the shortest one?

- (a) January
- (b) February
- (c) November
- (d) December

Separate Answer Sheet

The right answer is (b). Note how the space under (b) has been blackened.

	(a)	(b)	(c)	(d)
1.		 		
2.				

Put this answer sheet beside the booklet and use it to mark your answers. Be sure you use the same numbered line on the answer sheet as the number of the question. Put a heavy black mark between the two lines under the (a), (b), (c) or (d) column to match the best answer among the choices you are given in the test question.

(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)
1.				11.				21.			
2.				12.				22.			
3.				13.				23.			
4.				14.				24.			
5.				15.				25.			
6.				16.				26.			
7.				17.				27.			
8.				18.				28.			
9.				19.				29.			
10.				20.				30.			

This answer sheet contains more spaces for answering questions than are needed for the questions in this practice booklet. In many tests that are given, the answer sheet may contain 100 or more lines for marking answers to questions in the test.

The right answers are on the back of this sheet. Do not look at them until you have answered all the questions. If you look at the answers ahead of time, you will spoil your chance to learn how to pick out the best answer without help.

Appendix E.

PUBLIC SERVICE CAREERS PROGRAM HANDBOOK U.S. DEPARTMENT OF LABOR

CHAPTER 1. INTRODUCTION

100 *Objectives of the Public Service Careers (PSC) Program.*

The overall objectives of the PSC Program are to help secure within merit principles, permanent employment for disadvantaged persons in governmental agencies at all levels, and to stimulate the upgrading of current employees, thereby meeting public sector manpower needs. PSC hopes to achieve these aims by providing funds to State and local governments and federal agencies to be used in innovative projects directed toward overcoming or eliminating those barriers which now prevent the most effective and efficient use of human resources in public service.

A. *Removal of Barriers.* The PSC Program is designed to deal with specific institutional, individual, and environmental barriers that have prevented the employment of the disadvantaged in the public sector.

1. *Institutional Barriers.* Institutional barriers are those barriers found within the various governmental structures. Among these are outmoded job structures, irrelevant and unrealistic position qualification requirements, inadequate management support, discriminatory hiring practices, and insufficient staff or funds to refine public personnel systems.
2. *Individual Barriers.* These barriers are the personal barriers of the disadvantaged individual. They include inadequate education, poor work attitudes, health deficiencies, and lack of occupational skills.
3. *Environmental Barriers.* Environmental barriers refer to those barriers found within the community that have often precluded the disadvantaged from seeking employment. These include poor transportation facilities and inadequate day care facilities.

B. *Support for Merit and Personnel Systems.* The PSC Program is not intended to circumvent or handicap any civil service system in the country. It is, on the contrary, designed to help get the public's business done most efficiently and effectively by supporting the nation's fair, open, and competitive merit systems and the principles upon which they were founded. The PSC Program will assist public personnel on all levels of government to increase their capabilities to structure their merit systems to meet present program goals and needs. Assistance may be requested for activities such as job restructuring, task analysis, test redesign, and supervisory training. In the end, the PSC Program will provide public agencies with trained employees to perform vital services.

101 *PSC Program Plans.* Four different approaches or plans have been established to help achieve the objectives of this program.

- A. *Plan A:* Employment and Upgrading in State, County and Local Governments.
- B. *Plan B:* Employment and Upgrading in Agencies Receiving Federal Grants-in-Aid.
- C. *Plan C:* New Careers in Human Service.
- D. *Plan D:* Employment and Upgrading in the Federal Service.

A short brochure and further information on all of the Plans is available on written request from the Regional Offices of the Department of Labor, Manpower Administration.

102 *Brief Description of Plan A.*

An important policy of the PSC Program will be an emphasis on innovation. The Manpower Administration will endeavor to permit each sponsor the maximum flexibility in designing a project. Rigid operational standards have not been established; rather, both required and preferred program features have been defined for potential sponsors.

Such flexibility and innovation will allow the sponsor the greatest opportunity to tailor his project to meet the specific needs and characteristics of his community or jurisdiction.

Plan A of the PSC Program has two major components: (1) Hiring and training disadvantaged persons (ENTRY), and (2) Upgrading of current employees (UPGRADE). In individual projects there may be an ENTRY component without an UPGRADE, but there cannot be an UPGRADE component without an ENTRY one.

The maximum amount of funds available for the UPGRADE component will be twenty-five percent (25%) of the total contract cost.

Allowable costs for both ENTRY and UPGRADE components are the *extraordinary* costs incurred in hiring and training disadvantaged persons, in upgrading current employees, and in conducting human resource management activities.

Generally, the Department of Labor will reimburse public agency sponsors for the *extraordinary* costs incurred in hiring and training disadvantaged persons and in upgrading persons who would not normally be upgraded. To further this goal, funds will be available also for agency staff to improve and modernize human resource management.

Appendix F.

REMEDIAL EDUCATION AND SUPPORTIVE SERVICES*

Companies usually assign "hard-core" trainees to jobs soon after hiring them. They do so recognizing a job is necessary for opening the door to orientation, remedial education and supportive services.

Orientation, remedial education and supportive services are essential because culturally disadvantaged persons cannot be made to qualify without them. With few exceptions, companies have found it necessary to provide a wide range of such services. Because there isn't time, companies have sought to speed up the job preparation process. Trainees may be living with painful and untended health and dental problems. Vision difficulties may exist which have not been corrected. Faced with such health problems, trainees may not report to work. Some may be taking pills which cause them to oversleep or act sluggishly or over-react on the job.

To deal with the impact of health impairments upon "hard-core" trainees, companies make arrangements for health services. Of course, once on the payroll, trainees are entitled to coverage of hospital and medical services like other employees.

A basic and remedial education program, too, has become a regular part of all company "hard-core" programming. Fortunately, in recent years, there has been a splurge of innovative techniques that can increase arithmetic and literacy skills rapidly and effectively through programmed lessons recorded on cassettes; audio visual systems; computer-based, multisensory learning; and others. Jumps of three to five grade levels in 160 hour courses have been reported. In some cases, student IQ's have been raised as much as 10 points by basic education courses.

WORK ORIENTATION

Because "hard-core" trainees have had little, if any, job experience, they are unable to adapt to a working environment which demands observing work rules, accepting supervision, staying at a work station, and getting along with fellow employees. Most of us may be amazed that any person in an industrialized society such as ours has not learned these facts of life. Yet, this is so.

That is why work orientation has become standard procedure in companies with "hard-core" programs. It helps trainees learn what is expected of them on the job and facilitates adaptation to the company's work environment.

JOB COACHING

A key factor in the success of "hard-core" programming has been the coach, or "buddy" system.

An employee who has made it through "hard-core" training and is now a successful worker is assigned to coach a new trainee. His assignment is to work with a trainee to help him solve any problems that may arise either at home, in training, or on the job. The coach knows the problems a trainee must overcome because he came through a similar experience.

From the beginning, it is assumed a trainee will stumble. He will make mistake after mistake. A "buddy" can lend a hand. To see to it that he shows up in the morning. If necessary, to drag him out of bed. To help him with personal problems; with difficulties in performing his work tasks; with following supervisory instructions; and with getting along with fellow employees.

SKILL TRAINING

A critical part of "hard-core" training programs is teaching trainees the skills required for performance of entry jobs. Usually, these skills are acquired on the job under the guidance of supervisors. Skill in handling tools and machines, learning to manipulate and adjust controls, and performing other specific job functions can be mastered most efficiently in the plant under supervised practice.

Whereas remedial education in reading, writing and arithmetic lend themselves to classroom learning on company premises, learning of job skills must be taught right at the job site—preferably in combination with each other. That is, classroom education in the morning and on-the-job learning in the afternoon.

COUNSELING

Personal hang-ups by "hard-core" trainees can be expected as a matter of course. "Impulse" type behavior is common. Inner controls are often lacking and will produce emotional outbursts from time to time in the classroom or on the job. They even may become irrational and direct hostility towards the first one who comes into sight—fellow employees or trainees, supervisors, teachers, or company executives.

A professional counseling service should be integrated into the program and serve a manpower development role. Early in the program, trainees should be brought together in small groups on a regular schedule for open-ended discussions where complaints, irritations, anger and hostility can be ventilated. In the process, counselors will be able to establish meaningful relationships with some, if not all, of the trainees. They will get to know trainees and understand their behavior patterns. As problems arise, trainees may turn to them for help.

PROMOTION

"Hard-core" programs must be built around the concept of a "career advancement ladder", as was noted before. The idea must be communicated to trainees from the beginning, and reiterated frequently, that promotion up the company's job "ladder" is open to them. This approach develops motivation and creates incentives for learning.

*From "Problems in Hiring and Training the 'Hard-Core,'" by William Karp.

The company must be prepared to make a reality of its commitment to advancement. Trainees must feel they can go as far as their abilities and talents will allow. No barriers must be erected along any line of job progression. The day trainees believe and trust the company to carry out a career advancement policy will be the day the company's "hard-core" program can be assured of their support. The one thing, above all, culturally disadvantaged persons dread, is being stuck in "dead-end" jobs.

Appendix G.

MILWAUKEE, WISCONSIN SUMMARY OF EXISTING CITY SPECIAL EMPLOYMENT PROGRAMS

Learn By Doing

Learn By Doing is a 10-week summer program which provides a 20-hour work week for economically disadvantaged high school students. Each student is given on-the-job training by a volunteer City worker. The project is funded with \$50,000 of City money and \$32,000 provided through the Federal NYC (Neighborhood Youth Corps) program. There are approximately 225 youth positions in Learn by Doing.

Work Experience

The Work Experience program provides up to 15 hours a week work for economically disadvantaged high school students during the school year. The students attend school for ½ day and work for ½ day for which they receive academic credit. This project is funded entirely by the City, and has a \$6,000 yearly budget. There are approximately 8 positions in this program.

Work Study

The Work Study program provides work for college students in need of financial assistance. Students' eligibility is determined by the school's Financial Aid officer. The program is set up on a contract basis with Marquette, UWM, and Milwaukee Area Technical College; the federal government pays 80% of the costs, and the City pays 20%. The annual City budget is \$4,000. Approximately 15 students will work part-time during the school year.

Public Service Careers/Model Cities

The PSC/MC program provides federal funds for training and developing City employees employed in projects funded by Model Cities. An anticipated \$107,440 would be available for 50 jobs over a 20-month period, in conjunction with the overall Model Cities program.

Counseling and Upgrading Program

This is a 2-phase program for which Model Cities' funds are anticipated. The counseling phase of the program is to work with those persons who because of excessive absenteeism and tardiness are in danger of being terminated, etc. A counselor will attempt to help the City employee resolve those problems creating his work difficulties. The second phase is a training program to aid in the upgrading of present City employees who have potential but who have been unsuccessful in being promoted due either to their non-participation in examinations or due to their failure of examinations. A sum of \$66,000 has been requested through Model Cities for this project which is to be oriented toward those employees who are Model Cities residents.

Job Corps

The City Personnel Department has cooperated with the federal Job Corps program by arranging for the placement of trainees for the final on-the-job phase of their training. The trainees have already completed 6 months of classroom training, and are placed with the City for 6 weeks to 3 months of on-the-job training. Several of these trainees have gone on the regular City positions.

STEP

STEP is a federally funded project administered by the State Employment Service, in which the City participates. The City provides job placements for workers who have been trained, but unable to find a job because of the drop in the economy. STEP is a stopgap measure, to tide these workers over and help them find a job. The Federal Government pays them \$2.00 an hour for a 40-hour week for a 13-week period, and they are given 10 hours a week off to look for a permanent job.

<i>Program</i>	<i>Entrants</i>	<i>Purpose</i>	<i>Duration</i>	<i>Funding Source</i>
LBD	Economically disadvantaged high school students	Summer work—teach high school students the ways of government	10 week summer	\$50,000 City 32,000 Federal (NYC)
Work Experience	Economically disadvantaged high school students	½ day work for credit during school year	school year	\$6,000 City
Work Study	College students who need financial assistance	Financial assistance Summer and school year	Summer and school year	\$ 4,000 City—20% 16,000 Federal—80%
PSC/MC	City employees in Model Cities funded programs	Training and development	20 months	\$107,440 Federal
Counseling and Upgrading Program	City workers, preferably Model Cities residents	1) Counseling 2) Training and upgrading	12 months	\$66,000 Federal
Job Corps	Job Corps trainees	On-the-job training	6 weeks-3 months	Federal
STEP	Trained workers without jobs	Stopgap measure—provide work while looking for permanent job	13 weeks	Federal

Appendix H.

TO: Chairman, Qualifications Appraisal Panel

As part of the state program to provide equal job opportunities the State Personnel Board is taking an ethnic census of competitors in certain representative examinations.

In your role as Chairman of the Qualifications Appraisal Panel for the class named we are asking you to complete the census report form, on the reverse side of this sheet.

State Personnel Board

Instructions for taking the Census and completing the form:

A. How to determine race.

1. By visual means only make an independent judgment of each test competitors race or ancestry.
2. Do not ask any competitor for any information.
3. Do not ask other panel members for their judgment.
4. Scientific precision is not important, use your best judgment.

- B. As the competitors are interviewed tally in the appropriate column to indicate the race or ancestry of each candidate. Tally in the "Did not appear" (DNA) column for those competitors who fail to report for interview. The totals of Qualified, Disqualified and Did not appear should balance with the total number of competitors to be interviewed.

Census definition of Race or Ancestry

- | | |
|---|---|
| 1. Negro | (Persons recognizably of Negro descent.) |
| 2. Oriental | (Persons recognizably of Chinese, Japanese, Korean or other oriental ancestry.) |
| 3. Other Non-White | (Persons of non-white ancestry other than Negro or Oriental; e.g. American Indian, Filipino, Polynesian, Malayan, Eskimo, Asian Indian and Hawaiian.) |
| 4. Persons of Mexican, Central or South American Ancestry | (Except those who have the physical characteristics of Negro, Oriental, or other non-white races: Codes 1, 2 and 3.) |
| 5. All Others | (All those not covered by Codes 1, 2, 3, 4 including those commonly designated as caucasian or white.) |

STATE PERSONNEL BOARD

Ethnic Census Report

QAP Chairman: _____

Examination Title: _____

Date of Written Examination: _____

Fill in the above information. Tally for each competitor in proper column by location of interview. At conclusion of last interview total all columns; insert in attached envelope and return with your interview rating sheets and other material.

DO NOT RECORD NAMES OR OTHERWISE IDENTIFY INDIVIDUAL COMPETITORS WITH THIS CENSUS

		QUALIFIED	DISQUALIFIED	DID NOT APPEAR
_____ (LOCATION)	1. NEGRO			
	2. ORIENTAL			
	3. OTHER NON-WHITE			
	4. MEXICAN, ETC.			
	5. ALL OTHERS			
	SUB TOTAL			
_____ (DATE)	1. NEGRO			
	2. ORIENTAL			
	3. OTHER NON-WHITE			
	4. MEXICAN, ETC.			
	5. ALL OTHERS			
	SUB TOTAL			
_____ (LOCATION)	1. NEGRO			
	2. ORIENTAL			
	3. OTHER NON-WHITE			
	4. MEXICAN, ETC.			
	5. ALL OTHERS			
	SUB TOTAL			
_____ (DATE)	TOTALS			

References

1. American Psychological Association, Task Force on Employment Testing of Minority Groups. "Job Testing and the Disadvantaged," *American Psychologist* Vol. 24, No. 7 (1969), pp. 637.
2. California Fair Employment Practice Commission, Technical Advisory Committee on Testing. *Fair Employment Practices Equal Good Employment Practices* (Guidelines for Testing and Selecting Minority Job Applicants), Sacramento, May, 1966.
3. Educational Testing Service. *Proceedings of the 1968 Invitational Conference on Testing Problems*, Princeton, New Jersey, 1969.
4. Jensen, Ollie A. "Cultural Bias in Selection," *Public Personnel Review* (April, 1966), pp. 125.
5. Taylor, Vernon R. "A Hard Look at the Selection Interview," *Public Personnel Review* (July, 1969), pp. 149.
6. ———. "Cultural Bias in Testing: An Action Program" (Special Feature), *Public Personnel Review* (July, 1968), pp. 168.
7. ———. "You Just Can't Get Through to Whitey: Interviewing Minority Group Members," *Public Personnel Review* (October, 1969), pp. 199.
8. U. S. Department of Health, Education and Welfare, Advisory Committee on Merit System Standards. *Progress in Intergovernmental Personnel Relations* (A Report), Washington, D. C.: U. S. Government Printing Office, 1968.
9. ———. Office of State Merit Systems. *An Equal Opportunity Program for State and Local Government Employment*, Washington, D. C., July, 1970.
10. ———. Office of State Merit Systems. *Guidelines on Recruitment and Selection Methods for Support Classes in Human Services*, Washington, D. C., August, 1968.
11. U. S. Department of Labor, Manpower Administration. *Public Service Careers Program Handbook*, Washington, D. C.
12. ———. Office of the Manpower Administrator. "Uniform Standards for Applying the Definition of the Term Disadvantaged Individual," (Field Memorandum Addressed to All Regional Manpower Administrators), Washington, D. C., May 2, 1969.
13. U. S. Equal Employment Opportunity Commission. "Guidelines on Employee Selection Procedures," *Federal Register* (August 1, 1970), pp. 12333.